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ABSTRACT

Focusing on state and local efforts to reduce underage drinking, this report is a product of a joint project of the National Association of Governors' Highway Safety Representatives (NAGHSR) and the National Association of State Alcohol and Drug Abuse Directors (NASADAD). Part of the project included a survey of the memberships of both NAGHSR and NASADAD designed to assess what states were doing to prevent underage drinking and to determine the extent of interagency cooperation with these efforts. The 10 case studies featured in this report were chosen from the efforts described by survey respondents to the question, "Can you identify current efforts to reduce underaged drinking in your state that you consider to be particularly effective or promising?" Phone interviews were conducted with program coordinators during October and November of 1994. Selections included in this report were chosen to represent a broad range of strategies and approaches to prevent underage drinking throughout the country. Projects were included from North Dakota, New York, New Jersey, Massachusetts, Virginia, Washington, Maryland, California, Minnesota, and Ohio. Appendices are (1) program contacts, (2) resources, (3) NAGHSR membership list, (4) NASADAD membership list. (JBJ)

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PROMISING APPROACHES IN THE PREVENTION OF UNDERAGE DRINKING:

CASE STUDIES OF STATE ACTIVITIES

JUNE, 1995

A REPORT DEVELOPED BY

THE NATIONAL ASSOCIATION OF GOVERNORS' HIGHWAY SAFETY REPRESENTATIVES

AND

THE NATIONAL ASSOCIATION OF STATE ALCOHOL AND DRUG ABUSE DIRECTORS

FOR

THE NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

AND

THE CENTER FOR SUBSTANCE ABUSE PREVENTION

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Magnitude of the Underage Drinking Problem

WHILE THERE HAS BEEN SOME SUCCESS BOTH IN PREVENTING UNDERAGE DRINKING AND IN PREVENTING ALCOHOL-RELATED CRASHES, THESE PROBLEMS CONTINUE TO CHALLENGE HIGHWAY AND TRAFFIC SAFETY, LAW ENFORCEMENT, AND ALCOHOL AND OTHER DRUG PREVENTION PROFESSIONALS. IN 1993, 67 PERCENT OF 8TH GRADERS, 81 PERCENT OF 10TH GRADERS, AND 87 PERCENT OF 12TH GRADERS REPORTED HAVING TRIED ALCOHOL.[1] EVEN MORE ALARMING IS THE NUMBER OF STUDENTS WHO REPORT HAVING "BEEN DRUNK" AT LEAST ONCE. 26 PERCENT, 48 PERCENT, AND 63 PERCENT RESPECTIVELY.[2] THE INCIDENCE OF BINGE DRINKING (CONSUMING FIVE OR MORE DRINKS IN A ROW DURING THE PAST 2 WEEKS)—14 PERCENT FOR 8TH GRADERS, 23 PERCENT OF 10TH GRADERS, AND 28 PERCENT OF 12TH GRADERS—ALSO REFLECTS THE NEED FOR CONTINUED EFFORTS IN PREVENTING UNDER-AGE DRINKING.[3]

IN THE AREA OF IMPAIRED DRIVING, NOTEWORTHY PROGRESS HAS BEEN MADE IN REDUCING THE NUMBER OF ALCOHOL-RELATED CRASH FATALITIES AMONG UNDERAGE YOUTH. ALCOHOL-RELATED FATALITIES OF PERSONS BETWEEN THE AGES OF 15 AND 20 DECLINED BY OVER 55 PERCENT BETWEEN 1982 AND 1993.[4] YET DESPITE THIS PROGRESS, IN 1993, ALMOST 16 PERCENT OF THE DRIVERS INVOLVED IN FATAL CRASHES BETWEEN THE AGES OF 15 AND 20 WERE LEGALLY INTOXICATED.[5]

ALCOHOL-RELATED CRASH FATALITIES IS ONE OF THE MANY NEGATIVE EFFECTS OF UNDERAGE DRINKING. A RECENT STUDY BY THE CENTER ON ADDICTION AND SUBSTANCE ABUSE AT COLUMBIA SHOWS THAT YOUTH WHO DRINK ALCOHOL ARE 7.5 TIMES MORE LIKELY TO USE ANY ILLICIT DRUG, AND 50 TIMES MORE LIKELY TO USE COCAINE THAN YOUNG PEOPLE WHO NEVER DRINK ALCOHOL.[6] THIS STUDY ALSO SHOWS THAT THE YOUNGER AN INDIVIDUAL STARTS DRINKING, AND THE GREATER THE INTENSITY AND FREQUENCY OF ALCOHOL CONSUMPTION, THE GREATER THE RISK OF USING OTHER DRUGS.

IN LIGHT OF THE SIGNIFICANT PREVALENCE OF UNDERAGE DRINKING, ITS CONTRIBUTION TO FATAL CRASHES, AND ITS POTENTIAL TO LEAD TO OTHER DRUG USE, THE NEED FOR PREVENTION EFFORTS REMAINS CRITICAL. THIS REPORT, AND THE LARGER PROJECT OF WHICH IT IS PART, WAS UNDERTAKEN IN RESPONSE TO THIS NEED. IT EXAMINES UNDERAGE DRINKING PREVENTION INITIATIVES IN 10 DIFFERENT COMMUNITIES IN 10 DIFFERENT STATES.

1 National Institute on Drug Abuse. National Survey Results on Drug Use from the Monitoring the Future Study, 1975-1993

2 Ibid.

3 Ibid.

4 National Highway Traffic Safety Administration, Fatal Accident Reporting System.

5 National Highway Traffic Safety Administration, Traffic Safety Facts, 1993

6 Center on Addiction and Substance Abuse at Columbia University. Cigarettes, Alcohol, Marijuana: Gateways to Illicit Drug Use. October 1994

Overview and Rationale for the Project

THIS REPORT IS A PRODUCT OF A JOINT PROJECT OF THE NATIONAL ASSOCIATION OF GOVERNORS' HIGHWAY SAFETY REPRESENTATIVES (NAGHSR) AND THE NATIONAL ASSOCIATION OF STATE ALCOHOL AND DRUG ABUSE DIRECTORS (NASADAD) FOCUSING ON STATE AND LOCAL EFFORTS TO REDUCE UNDERAGE DRINKING. PART OF THE PROJECT INCLUDED A SURVEY OF THE MEMBERSHIPS OF BOTH NAGSHR AND NASADAD DESIGNED TO ASSESS WHAT STATES WERE DOING TO PREVENT UNDERAGE DRINKING AND TO DETERMINE THE EXTENT OF INTERAGENCY COOPERATION WITHIN THESE EFFORTS.

THE 10 CASE STUDIES FEATURED IN THIS REPORT WERE CHOSEN FROM THE EFFORTS DESCRIBED BY SURVEY RESPONDENTS TO THE QUESTION: "CAN YOU IDENTIFY CURRENT EFFORTS TO REDUCE UNDERAGE DRINKING IN YOUR STATE THAT YOU CONSIDER TO BE PARTICULARLY EFFECTIVE OR PROMISING?" PHONE INTERVIEWS WERE CONDUCTED WITH PROGRAM COORDINATORS

DURING OCTOBER AND NOVEMBER 1994.

SELECTIONS INCLUDED IN THIS REPORT WERE CHOSEN TO REPRESENT A BROAD RANGE OF STRATEGIES AND APPROACHES TO PREVENT UNDERAGE DRINKING THROUGHOUT THE COUNTRY. SOME ARE NEW APPROACHES ESTABLISHED QUITE RECENTLY; OTHERS ARE LONG-STANDING WITH A HISTORY OF SUCCESS. ALL ARE QUITE REPLICABLE AND ARE BEING PRESENTED TO STATE AND LOCAL AGENCIES AS STRATEGIES TO CONSIDER FOR THEIR OWN JURISDICTIONS.

FOLLOWING IS A LIST OF THE PROJECTS SELECTED AND THE REASONS FOR THEIR SELECTION.

- **North Dakota** THE NETWORK OF COMMUNITY TRAFFIC SAFETY PROGRAMS WAS CHOSEN BECAUSE IT DEMONSTRATES HOW A STATE HIGHWAY SAFETY AGENCY (SHSA) AND A SINGLE STATE AUTHORITY (SSA) FOR ALCOHOL AND DRUG ABUSE CAN ACHIEVE THE COMMON OBJECTIVE OF SUPPORTING LOCAL ALTERNATIVE ACTIVITIES WITH NO DUPLICATION OF EFFORT.

- **New York** ATHLETES HELPING ATHLETES, A MENTORING AND EDUCATION PROGRAM IN 30 LONG ISLAND SCHOOL DISTRICTS, WAS SELECTED BECAUSE IT FEATURES PROFESSIONAL ATHLETES, HAS EXTENSIVE YOUTH INVOLVEMENT, AND HAS A 14-YEAR HISTORY OF SELF-SUFFICIENCY THROUGH MULTI-BASED FUNDING.

- **New Jersey** ALCOHOL- AND SMOKE-FREE RESIDENTIAL FACILITIES AND ENTERTAINMENT CENTERS ARE INCLUDED IN THIS REPORT BECAUSE THEY ARE AT THE CORE OF A UNIQUE INITIATIVE TO PREVENT UNDERAGE DRINKING AMONG COLLEGE STUDENTS.

- **Massachusetts** THESE STATE-INITIATED ALCOHOL AWARENESS SEMINARS WERE SELECTED BECAUSE THEY FOCUS ON DETECTION OF UNDERAGE PATRONS AND LIABILITY PROTECTION, AND BECAUSE THEY DEMONSTRATE HOW THE SHSA DEVELOPED A PROCESS FOR SYSTEMATIC INVOLVEMENT OF AND SUPPORT FROM THE PUBLIC AND PRIVATE SECTORS AT THE LOCAL LEVEL.

- **Virginia** THIS INTERGOVERNMENTAL INITIATIVE DIRECTED BY THE SHSA AND THE VIRGINIA DEPARTMENT OF ALCOHOLIC BEVERAGE CONTROL WAS CHOSEN BECAUSE IT IS AT THE NATIONAL FOREFRONT IN DETECTING THE USE OF FRAUDULENT IDENTIFICATIONS THROUGH ITS USE OF DIGITIZED IMAGING FOR DRIVERS' LICENSES.

- **Washington** THIS MEDIA CAMPAIGN IS FEATURED BECAUSE IT TARGETS AN IMPORTANT AND OFTEN OVERLOOKED GROUP—PARENTS OF YOUNG CHILDREN—CHALLENGING THEM TO TALK TO THEIR CHILDREN ABOUT ALCOHOL WHILE THEY ARE YOUNG.

- **Maryland** THE MARYLAND UNDERAGE DRINKING PREVENTION COALITION IS HIGHLIGHTED BECAUSE IT INCORPORATES A VARIETY OF STRATEGIES TO REDUCE UNDERAGE DRINKING—RANGING FROM INFLUENCING PUBLIC POLICY, AND COLLECTING AND DISSEMINATING INFORMATION, TO INCREASING KNOWLEDGE ABOUT AVAILABLE ALCOHOL-FREE ACTIVITIES FOR YOUTH.

- **California** TEENWORK IS PROFILED BECAUSE IT HAS A LONG HISTORY AS A SUCCESSFUL STATEWIDE YOUTH CONFERENCE, IT HAS TEENS PARTICIPATING IN BOTH THE PLANNING AND IMPLEMENTATION OF THE CONFERENCE, AND IT HAS BEEN USED SUCCESSFULLY AS A MODEL FOR SIMILAR CONFERENCES.

- **Minnesota** ALCOHOL DECISIONS IS INCLUDED BECAUSE IT HAS A LONG HISTORY OF USING PEER-TO-PEER, CROSS-AGE TEACHING STRATEGIES TO FOSTER HEALTHY DECISION-MAKING IN TEENS; AND

- **Ohio** NONE FOR UNDER 21 WAS SELECTED BECAUSE IT IS A FLEXIBLE PUBLIC INFORMATION CAMPAIGN THAT CAN BE INSERTED WITHIN LOCAL COMMUNITY PREVENTION PROGRAMMING, OR IT CAN BE USED AS AN INDEPENDENT CAMPAIGN.

Although these programs offer different strategies and contain unique approaches to preventing underage drinking, they also have certain components in common. Following is a list of some of the common experiences or themes that presented themselves through the case study process. Even programs that appear vastly different have similar ingredients or have learned similar lessons from their distinct experiences.

1. Youth involved in planning, organizing, and participating in prevention programs should be representative of the target population. Effective prevention programs are racially, ethnically, and geographically diverse.

2. Meaningful youth involvement does not just happen. Young people must be encouraged to become a part of projects targeted to serve them. They may need leadership training in order to make effective contributions at the policy, planning, and implementation levels.

3. At the same time, youth should be guided, but not directed. Their participation will evaporate if they feel their autonomy is not respected.

4. Some youth can be tougher on underage drinking than adults. Youth who abstain from alcohol have been known to call limited responses to underage drinking (e.g., contacting families to pick up their inebriated children, confiscating alcohol from underage drinkers) a "slap on the wrist" and contend that the only way to prevent underage drinking is to enforce the law and charge violators. Accordingly, abstaining youth should be included in forums with parents and other adults when underage drinking is discussed so that a full range of opinion is presented.

5. Effective programs use multiple strategies. An approach can become outdated while it is still in the planning stages and may need revision. It is essential to remember that there are no quick fixes in dealing with the prevention of underage drinking. Using several short-term approaches while planning and implementing long-range plans keeps the prevention message visible.

6. Schools and community-based organizations often have different approaches to prevention efforts. The former is a teaching institution that comes at issues through curriculum and lesson plans. The latter generally uses a process focused on behavior change. Both approaches are needed, along with others, to form a comprehensive strategy.

7. An adult-based counterculture needs to be established regarding underage drinking. Adults can help reduce underage drinking by realizing that teenage drinking does not have to be a rite of passage. This is especially true on college campuses where adult attitudes of acceptance give a legitimacy to the practice of underage and excessive drinking. Faculty, administrators, and parents need to give open and tangible support to substance-free facilities and activities.

8. One effective prevention strategy at the State level is to design a flexible program or campaign that can stand alone or be incorporated within the existing prevention campaigns of local communities. Communities can chose to use the State program in its entirety, or they can adapt

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"We alone can do it, but we cannot do it alone..."

ANONYMOUS

the program and use it in coordination with their overall prevention programing. This creates a unified but flexible statewide prevention initiative.

9. Communication and information sharing across agencies and organizations concerned about underage drinking are important for successful prevention programming. There are many opportunities for cooperation, ranging from joint development and funding of a prevention initiative to getting outside input from agencies and organizations regarding ways to expand the audience or improve an existing initiative.

10. Existing community-based traffic safety programs and local substance abuse prevention programs can provide the networks for SHSAs and SSAs to launch statewide underage drinking prevention initiatives. These established community programs have the flexibility to organize a wide variety of efforts such as alternative youth activities, server training seminars, and school-based prevention programs.

11. SSAs and SHSAs and other State agencies can effectively share staff and funds to cope with underage drinking. They need to survey their efforts regarding the problem and identify any duplication and gaps in services and funds.

12. Many programs are funded as demonstrations. However, continuing collaborative arrangements between various Federal, State, private, and local entities may ensure program continuation.

13. Community support for State-initiated underage drinking prevention efforts can be gained through the involvement of locally respected persons and agencies. Underage drinking prevention programs will not be effective and sustainable unless there is community support, especially from local leaders such as elected officials and heads of civic associations and law enforcement agencies.

14. Liability affects both establishments and private citizens. Underage drinking prevention efforts should include information about what constitutes liability and what steps can be taken to avoid being in conflict with the law.

15. The judiciary needs to know about any special initiatives to enforce underage drinking laws. Judges have a range of sentencing options and can provide effective support for law enforcement initiatives through their adjudication. Accordingly, special meetings should be held with judges to apprise them of enforcement goals.

16. Prevention needs the backup of enforcement. In addition to enforcing the laws regarding underage drinking, law enforcement officials can be effective advocates for prevention by explaining the law and the reasons to avoid violations.

Conclusion

Our experience in reviewing these programs reveals many promising practices and programs. We encourage the users of this guide to call or write the persons listed to find out more about their efforts. Use this guide as a catalyst in planning your own initiatives.

The problem of underage drinking will not "disappear" or "grow up" on its own. Concerted efforts by local, State, and Federal agencies must continue to reduce, if not eliminate, this problem. "We alone can do it, but we cannot do it alone." (anonymous)

Overview

The North Dakota Department of Transportation (DOT) uses its network of 11 Community Traffic Safety Programs (CTSPs) as a major means to promote its underage drinking prevention efforts. To complement this effort, traffic safety funds 50 percent of one staff position in the Department of Human Services—Division of Alcoholism and Drug Abuse—to work on issues related to driving under the influence (DUI), especially the review, assessment, and evaluation of DUI arrests. The Division of Alcoholism and Drug Abuse previously had funded CTSPs and other local groups to conduct prom/ graduation and other alternative activities. These activities have since been incorporated in the CTSPs' annual operational plans.

This program is featured because an existing State structure, the network of CTSPs, is used cooperatively by the State agencies responsible for traffic safety and substance abuse prevention to develop and support alternative activities at the local level.

Located throughout the State and dealing with a range of traffic safety issues, the CTSPs specify to the DOT the type of prevention activities they believe should be undertaken at the local level. These activities respond to needs identified through State crash data, local assessments and surveys of schools, and assessments of local liquor industry practices.

The DOT and the CTSPs' heaviest emphasis is reaching 13- to 18-year-olds, the period during which the onset of first use is most likely to occur. The next age group targeted are young adults, 18 to 21 years of age. However, the CTSPs and the DOT also are concerned about reaching elementary school students. Kids Teaching Kids has been implemented through most of the State. Older students teach younger students safety awareness. The intent is to convince children not to drink during their teenage years. If onset of first use is delayed by even a year or two, the DOT believes progress has been made.

"When you are working with the problems of underage drinking there are no quick fixes."

TIM GAREY AND DAWN OLSON
N.D. DEPT. OF TRANS.

The DOT also promotes attendance at four camps that are designed to help youth and adults develop leadership skills and partnerships. They are conducted by the Center for Adolescent Development, a nonprofit corporation established in 1984 and based in Bismarck. The CTSPs' underage drinking prevention efforts often relate to these camps, which are:

1. Teens in Partnership;
2. Teen Institute;
3. Post High School Teen Institute; and
4. Adult Institute.

Another statewide effort is the North Dakota Program for the Advancement of Leadership and Safety, an organization that was founded in 1991 for youth and by youth in that State. The program is an affiliate of the National Student Safety Program (NSSP). Each year an annual conference is held within the State to promote prevention and safety for youth.

It is estimated that 94,336 youth in public schools and colleges are reached each year through the CTSPs' underage drinking prevention activities.

Background and Planning

The CTSPs are well suited for the development of prevention efforts because they

Evening activities at the State conference include a disc jockey and dance. These alternative activities reinforce the message of No Use and provide fun and entertainment.

started in 1983 as community task forces on impaired driving. Since the CTSPs take a comprehensive, community-based approach to traffic safety, many have been conducting alternative activities for youth for several years. Therefore, in 1989, the DOT began to focus upon the CTSPs as a statewide means to develop alternative activities to prevent underage drinking.

At the State level, in addition to examining crash statistics, the DOT determines need by analyzing data from the North Dakota Departments of Health and Human Services.

At the local level, each CTSP has an advisory council that guides all activities and is involved in their needs assessment. These councils usually include representatives of the State highway patrol (which receives some assistance from the DOT in making local presentations to youth), as well as local law enforcement agencies. Other groups represented generally include schools, city officials, attorneys, prevention groups, clergy, service organizations, military personnel, and college campus police.

The CTSPs use all community networks to reach youth—particularly schools, service clubs, and public health organizations. Since the CTSPs are administered under established entities in the community—the health department, a community action program, city government, or other quasi-city organizations—they have especially good access to these networks.

Means to Involve Youth

At the State level, the Governor's Committee on DUI and Traffic Safety has a permanent youth position, filled by either a high school or college student, who focuses on underage drinking issues. The committee acts in an advisory capacity on education and legislative issues.

At the local level, the CTSP advisory councils often include one or more high school student who also may become involved in program implementation. For example, the Dickinson CTSP coordinated the development of a video (and curriculum guide) on underage alcohol consumption that involved 55 young actors and production crew members. However, in working with youth, adults—and youth themselves—realized that there are no quick fixes. The teen center in Bismarck had a slow start even though hundreds of teenagers volunteered thousands of hours to planning and development. Teens, with adult assistance, now chaperon themselves and staff the center.

Strategies and Activities

Alcohol-free prom and graduation activities are typically supported by all the CTSPs. Other alternative activities have been developed in response to local circumstances.

Teen Center Based on responses to a local survey, the Bismarck CTSP determined that a teen center was needed. The data revealed that young adolescents tended to drink in homes—their own or friends'—while 16- to 19-year-olds were more likely to drink with friends at public parks/places and in cars. The CTSP enlisted youth to plan and develop the "Upbeat/Detour," a teen center, as a means to provide a safe place for alternative, substance-free activities. The Williston CTSP is planning to follow suit.

TEEN INSTITUTE CAMP—Activities during the week at camp focus on team building and developing partnerships. This activity uses non-competitive games to reduce anxiety and aide in the bonding process.

New Year's Eve Party Grand Forks decided that a city-sponsored, alcohol-free New Year's Eve party would set an example for youth and also provide an alternative activity for youth and adults, both of whom serve on the planning committee. Patterned after a similar Boston event, the "First Night" celebration will include restaurants and recreation facilities that will be open to families into the early hours of the morning. This probably will become an annual event. In Dickinson, a family skating party was held on New Year's Eve as an expansion of the CTSP's substance-free events for youth.

College Programs In response to campus needs, the Dickinson CTSP collaborates with Dickinson State Uni-versity on alcohol awareness projects, which include an education program for student alcohol offenders. The Grand Forks CTSP collaborates with the University of North Dakota on "Octsoberfest," an annual week-long alcohol awareness event at the university that involves a variety of recreational/educational events. Post Teen Institute participants will be presenting workshops on campus that relate to traffic safety and Safe and Healthy Choices. Two-way communication is emphasized in the college campus programs, which include a lot of brainstorming sessions.

Elementary Schools All alternative activities sponsored by the CTSPs include information about the risks associated with underage drinking. In the elementary school presentations, teenage mentors and puppeteers present this message to young children. A comprehensive approach was taken by the Dickinson CTSP and the Drug-Free Schools Committee, which coordinated the development of a K through 12 health curriculum that addresses substance abuse and traffic safety issues.

Court Information Packets Direct assistance to at-risk or in-need youth is handled at the State level. In order to support this intervention, the Williston CTSP has compiled a packet to present to parents when their child is released from custody after being arrested and detained as a "minor in possession." Information is provided about court procedures and available services. Judges sentence offenders to an education class that now includes a parents' component. The CTSPs in Dickinson, Grand Forks, and Fargo are also planning to provide similar information to families of juveniles apprehended as minors in possession.

Review of City Ordinances CTSPs review city ordinances and have access to municipal officials to suggest policies to prevent underage drinking. A new ordinance in Dickinson, as supported by the CTSP, was critical in closing a public rest area that had been a site for underage drinking for the past 20 years. In Grand Forks, the CTSP convinced the city council to allow a teenage nightclub for well-chaperoned, alcohol-free dances on Sunday nights.

Compliance Checks CTSPs support sobriety checkpoints and compliance checks (sting operations). In regard to the latter, the Bismarck CTSP worked with the media to create awareness about the availability of alcohol. The Dickinson CTSP focused on the use of false identifications. At the State level, the DOT will fund the creation of local videos for training local liquor establishments on how to detect false identifications and other signs to watch for regarding the sale of alcohol to minors.

FARGO'S RED RIBBON WEEK 1994—CTSP Director worked with youth to develop a banner used during Red Ribbon Week. The banner was presented to the Mayor of Fargo and hung in the skywalk during the week of Red Ribbon.

Program Management

A big barrier to cooperation at the local level in North Dakota is community discomfort with outsiders in roles of influence. There are CTSP directors from outside their communities who have been accepted, but only after several years of participation in local affairs. A newcomer can build community confidence if he/she can get prominent people from local government and organizations involved in CTSP activities.

A barrier to the deterrence of underage drinking is adult attitudes toward alcohol. Often the philosophy of "I drank and I turned out okay" tends to justify underage drinking, which occurs at all income levels. The CTSPs are working on ways to communicate to adults that their children's lives are at risk. The "no use" message is clear and apparent in all activities and promotions.

Both the State and the CTSPs are concerned about safe transportation for those young people who consume alcohol and drive or ride with someone who has been drinking. According to an instate survey, North Dakota students are nearly twice as likely to drink and drive as the national average. All this is further complicated by the fact there is limited public transportation in North Dakota, a rural State.

Central to the success of the CTSPs is the broad-based approach they take. They tend to look at community problems and then determine how to respond within a traffic safety framework. Relating prevention of underage drinking to DUI is an example of this approach. Another local concern is with child abduction awareness, which has been tied into pedestrian safety. Traffic safety can be related to many issues in North Dakota, and this is why the CTSPs are able to develop and administer alternative activities so well.

Evaluation

DOT intends to contract with the Center for Adolescent Development in Bismarck to conduct an evaluation of efforts to prevent underage drinking. The center runs the four youth and adult leadership camps that relate to the CTSPs' prevention efforts, as described earlier. Starting next year, the intent is to track camp graduates on a statewide basis for several years to determine post-graduation attitudes and behavior regarding alcohol use.

At the local level, the Grand Forks public school district did a survey to assess the influence of parental attitudes. It was determined that parents taking strong stands against underage drinking had significant impact upon their children's decisions not to use alcohol.

Funding

The North Dakota DOT allocates portions of its State Highway Safety 402 funds to local underage drinking prevention activities. Previous funding came from the Division of Alcoholism and Drug Abuse, which is supported primarily through the Substance Abuse and Mental Health Services Administration Block Grant.

Future Plans

Each year a new group of underage youth appear, and the influence of alcohol remains the same. Therefore, the "no use" message will be reinforced through the work within the CTSPs.

For further information, please call or write Tim Garey or Dawn Olson, ND Department of Transportation, Drivers License and Traffic Safety, 608 E. Boulevard Avenue, Bismarck, ND 58505-0700, telephone: 701/224-2601.

"We accentuate what young people can become rather than what they should avoid."

WARREN BREINING
EXECUTIVE DIRECTOR, ATHLETES HELPING ATHLETES, INC.

Overview

The Governor's Youth Drug Prevention Campaign is administered by the Office of Alcoholism and Substance Abuse Services and includes the "Athletes Against Drunk Driving" component, which used to be administered under the Department of Motor Vehicles (DMV). Both agencies provided important seed money to Athletes Helping Athletes in its early years to work with youth on Long Island. In addition, the Nassau County STOP-DWI (driving while intoxicated) program, which receives much of its funding through the Governor's Traffic Safety Committee of the DMV, has provided support for various Athletes Helping Athletes activities. Currently, this 14-year-old community-based program is supported by a variety of funding sources.

This program is featured because of its extensive youth involvement in planning and implementation, the participation of the school systems, and its varied public/private partnerships.

The initial focus of the youth program of Athletes Helping Athletes' (AHA) was on prevention of drunk driving. However, after two years of effort, it was realized that prevention of underage drinking had to be given equal emphasis in order to make progress on the impaired driving issue.

An outgrowth of AHA, the Student/Athlete Leadership Program, sensitizes high school and elementary school students and their families to substance abuse issues and assists them in developing refusal and coping skills.

Problems are identified through student committees, attitude surveys, and statistical data from the Nassau County Traffic Safety Board.

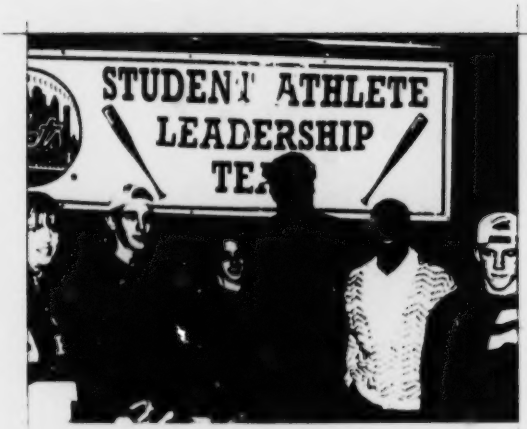
These problems are addressed through the public education system, which includes 34 high schools in 30 school districts, most of which have one high school, two junior high schools, and four elementary schools. Within this network, each year 600 trained student athlete leaders reach an estimated:

- 10,000 to 11,000 elementary students through the mentor program;
- 34,000 high school students through the assemblies;
- 15,000 students through the 8th and 11th grade health classes of each school district;
- 100 parents and 120 students per participating high school through a forum on substance abuse in sports;
- 200 to 300 students and their families per participating school district through a sports festival.

Background and Planning

AHA was formed in 1981, under the auspices of the Phil Esposito Foundation, to assist an initial 180 retiring professional athletes in making the transition to private life. (Phil Esposito was a hockey player who was the number two all-time scorer in the history of the National Hockey League.) AHA quickly found that about 10 percent of the athletes in transition had serious substance abuse problems, and began including detoxification and treatment services in addition to the organization's career transition activities.

These athletes who were recovering from substance abuse often spoke to young people about their experiences. After a while, AHA realized that, in order to be more



Mets manager Dallas Green (center), Mookie Wilson (3rd from right) and Bud Harrelson (far right) hosted a workshop at Shea Stadium for students from Nassau County

effective in prevention of alcohol and drug abuse problems, young people needed to hear also from professional athletes without substance abuse problems and began including them in response to a large number of requests for speakers.

In 1983, AHA became incorporated and has been supported by the New York Mets—a baseball team—and the New York Islanders and Hartford Whalers—ice hockey teams—to continue the programs started under the Esposito Foundation.

Identification of program needs on Long Island also started in 1983. Recognizing the AHA's work in substance abuse prevention, the Governor's office asked for assistance with a research component of a new State initiative, "Athletes Against Drunk Driving." AHA did surveys to determine perceptions in Long Island. Statistics from Nassau County STOP DWI were analyzed. It was and has been determined that keg parties are the most prevalent underage drinking activity, parents need to understand the risks associated with allowing underage drinking to occur in their homes, and students need peer support to avoid alcohol.

AHA's first Student/Athlete Leadership Program started at Mineola High School in 1985, with adult athletes conducting the training. At the same time, assemblies were held with professional athletes talking about the pitfalls of underage drinking, as well as drinking and driving.

The program has been extended to 34 high schools in three counties on Long Island—Queens, Nassau, and Suffolk—and it concentrates on teaching students how to resist peer pressure regarding use of alcohol and drugs, including steroids and other performance enhancing substances. Sports are not offered as an alternative activity, but are used rather as a metaphor for making mature decisions, e.g., sportsmanship, commitment to a goal, and so forth.

A spinoff program has been created in Hartford, Connecticut. The Hartford Whalers, an ice hockey team, is fully funding a Student/Athlete Leadership Program in eight of the city's schools.

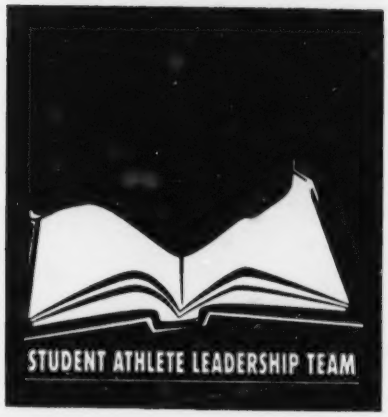
Four colleges have started similar programs for their campuses: C.W. Post College on Long Island (where graduates of the AHA high school programs took the lead on developing this initiative); St. John's College in Queens, New York; Hamilton College in upstate New York; and McMaster University in Hamilton, Canada.

At the request of a Long Island parent, a one-time presentation was given at the Federal Aviation Administration's Alcohol Awareness Day. Students covered issues addressed by the Student/Athlete Leadership Program.

Means to Involve Youth

Twenty-five to thirty students in each school are recruited to serve on the Student/Athlete Leadership Program Committee. They are referred to the program by coaches who know the type of young people needed for the effort, i.e., popular, "solid citizens." The students do not have to be star athletes, and some may not play sports at all. They just have to be involved or interested in sports at some level. Those participating in the program include first-string athletes, team managers, and students with disabilities.

Faculty advise, but do not direct, the student/athlete leaders who develop their own approaches to issues. Under the Board of Cooperative Education Services, ten teachers/coaches from each school help with logistics and curriculum development and work in



tandem with the members of the Student/Athlete Leaders Program Committee. Heavy emphasis is placed on group work and peer communication techniques—at least three to five training sessions per year.

The students also review official actions of the school administration regarding discipline cases if they think a double standard is being applied. It is not unusual for students under the Student/Athlete Leaders Program to discuss a school's policies vis-a-vis action taken with an athletic star as compared to a non-athletic member of the student body.

The mentoring activity in the elementary schools is usually conducted by high school students working in pairs—a young man and a young woman—who visit the same school three to five times a year.

Strategies and Activities

The schools are the major vehicle used to reach both students and their families. The channels used to present the prevention messages are:

- annual assemblies;
- health classes;
- special forums or workshops;
- presentations to fifth and sixth grade classes in elementary schools;
- parent teacher associations; and
- parent booster clubs.

Professional Athletes Most presentations are given through assemblies that allow AHA to reach large numbers of students. Professional athletes give many of the talks. If victims are used, generally they are athletes because they seem to be best able to hold the attention of students. An audience-silencing film often shown is "The Aftermath," which is an account of the victims of diving star, Bruce Kimball. Both the mentor program with the fifth and sixth graders and the high school assemblies promote awareness of the pitfalls of underage drinking and the risks associated with drinking and driving.

Two-Way Communication The forums, health class curricula, and presentations to the PTAs and parent booster clubs are characterized by two-way communication between the educator/facilitator and the participants. During these sessions, issues surrounding underage drinking are analyzed and skills for decision-making and refusal are honed.

Family Forum Of note is the annual forum held for parents and their children to discuss the issue of substance abuse in sports. The goal of these forums is to achieve some consensus on the underage drinking issue. Generally, it is first proposed to get agreement on restricting keg parties, a relatively easy task since this activity constitutes the biggest underage substance abuse problem on Long Island. Such consensus establishes a positive climate in which other more complex issues can be discussed. The students are sometimes more stringent than the adults regarding the use of alcohol, and this stance is generally in response to a parent in each forum saying they would rather have their children drinking at home than in the community.

Sports Festival Alcohol and other drug-free activities are promoted by the student/athlete leaders who emphasize this approach through their presentations and personal example. An

annual sports festival underscores the substance-free recreation message by attracting students and parents from all 30 school districts.

Football Season Special attention is being given to the football season, during which star athletes have been known to get caught up with post-game festivities. A professional football player, Don McPherson, who is an AHA staff member during the off-season, encourages the Long Island high school teams to make a pledge to stay alcohol- and drug-free during the football season. After showing his video and citing his college success with the substance-free approach—in 1987 the University of Syracuse football team ranked third in the Nation—two Long Island high school teams pledged to abstain from alcohol in 1992, and seven followed suit in 1993.

Mentors Intervention takes place when the high school mentors meet with elementary school students who are identified by social workers as being in need of individual help with developing self-esteem. Many of these children are in special education and respond readily to the mentors' involvement with them in sports and other activities, as recommended by teachers. This approach is also taken with high school students in need of social affirmation.

Sportsmanship Program Another form of intervention is through the Sportsmanship Program, which addresses the behavior of student fans who may drink and become violent during and after games. The program, which also works with the players, focuses on the positive aspects of competition and directs this message to the fans and their families through forums at the parent booster clubs.

Program Management

Duplication of services can be a problem, particularly when the area served includes 30 school districts. The Board of Cooperative Education Services, which is supported by the various Long Island school districts and the New York State Department of Education, is key to avoiding replication. It assists AHA with curriculum development and may help with evaluation and funding in the future. The Governor's Youth Drug Prevention Campaign also coordinates closely with AHA.

Another management obstacle can be differing approaches toward program development. AHA uses a social work process, and the schools rely on lessons and curriculum plans. Both entities must continuously adapt to each other's work styles.

In working with community organizations, AHA provides speakers for Students Against Driving Drunk (SADD). Mothers Against Drunk Driving (MADD) has become involved with AHA at times, depending on the local leadership and its issues of concentration. At one point, MADD collaborated on policy ads with the student/athlete leaders, who also have attended MADD forums.

The student/athlete leaders work with enforcement agencies by participating in Drug and Alcohol Resistance Education award ceremonies. Police are invited to serve on the committees of Drug-Free Schools, which also are part of the overall AHA effort.

Evaluation

AHA wants to do a formal evaluation and has asked the Board of Cooperative Education Services for technical assistance and financial support to develop a survey instrument. The object is to review the overall prevention goal, which is to delay the age of first use.

Less formal assessments reveal that progress is being made. The student/athlete leaders rate the program positively through surveys and general feedback. In addition,

for the past four years, fifth and sixth graders have been interviewed before and after the series of presentations—as given by the high school mentors—in order to measure the children's image of drugs and alcohol. Their perceptions have changed measurably. Prior to the presentations, the elementary school students felt that alcohol and drug use was inevitable during the teenage years. In post-presentations, the students believe they have control over their choices and have a better understanding of the teenage years.

It is known that the Student/Athlete Leaders Program can be replicated without professional athletes. McMaster University in Hamilton, Canada, hosts the Student/Athlete Leadership Program by using its own athletes to make presentations and conduct training in the 11 high schools where it sponsors the program.

Funding

As indicated, AHA's original support came from sports teams. Over the years, AHA has co-written grants with school districts that center around Drug-Free Schools, as funded through the New York State Department of Education. Support also has come from the Governor's Traffic Safety Committee, the Office of Alcoholism and Substance Abuse Services, and the New York State Youth Board. Pooled asset forfeitures from drug arrests made by State and local law enforcement agencies have provided seed money. Local in-kind support comes in the form of tickets to games, merchandise, and sponsorship of teams.

Future Plans

From a programmatic standpoint, AHA would like to expand by developing a college network of its high school graduates to start Student/Athlete Leadership Programs all over the country.

From an administrative standpoint, AHA wants to stabilize its funding base. Presently, the Student/Athlete Leadership Program is supported primarily by multiple Federal grants sought and awarded annually, as well as by some special funding. AHA is exploring the possibility of establishing a formal relationship with the Board of Cooperative Education Services.[7] Such affiliation would make the Student/Athlete Leadership Program eligible for 50 percent to 70 percent reimbursement from the Board for curriculum development. AHA would also be eligible to apply for grants through the Board, and this would open up new sources of income for the Student/Athlete Leadership Program.

Another possible source of support is Northeastern University's Center for the Study of Sports in Society. This group is doing work in the violence prevention field similar to AHA's efforts to promote sportsmanship, and there is the possibility of collaborative effort.

In addition, the National Hockey League may sponsor an AHA program centered around an all-star game.

For further information, please call or write Warren Breining, Executive Director, Athletes Helping Athletes, Inc., 6 Dellwood Drive, Huntington, New York, 11743, telephone: 516/549-8191.

7 THE BOARD RECEIVES MONEY FROM INDIVIDUAL SCHOOLS FOR SHARED SERVICES. THE NEW YORK STATE DEPARTMENT OF EDUCATION ALSO PROVIDES FUNDS TO THE BOARD OF COOPERATIVE EDUCATION SERVICES AS A MEANS TO ENCOURAGE COORDINATION AMONG SCHOOL DISTRICTS.

Overview

The New Jersey Division of Highway Traffic Safety has undertaken a college initiative on prevention of underage drinking.

This initiative is being featured because of its promise for reaching college youth, and the process used for publicizing the pilot results to other New Jersey colleges.

During 1993-94, the Division of Highway Traffic Safety conducted a survey of students in 54 colleges throughout New Jersey. Ninety-five percent of the 5,000 respondents said they wanted the same opportunity to socialize as students over 21 years of age—who have legal access to alcohol-serving establishments with music and dancing. The responding students pointed out that they pay as much in student activity fees as those over 21, but do not have the same social opportunities. In response to the survey, the Division of Highway Traffic Safety is funding a pilot program on three college campuses—Monmouth, Trenton State, and Ramapo State. The program will establish substance-free social and recreational events, as well as other campus-wide substance-free alternative programs; promote healthy lifestyles and attitudinal changes; and coordinate a student peer educators program. Ramapo State also includes experimentation with smoke- and alcohol-free residential accommodations.

The short-term goal is to reduce underage drinking on the three pilot campuses by offering smoke- and alcohol-free entertainment and living facilities. The long-term goal is for this approach to be emulated by other colleges and to create a critical mass of students in New Jersey who can become a counterculture to the traditional college drinking culture.

Background and Planning

The Division of Highway Traffic Safety established a committee to confer about the results of the statewide survey of college students. Members include representatives from the Division of Alcoholism and Drug Abuse, New Jersey Consortium of Colleges, and three pilot colleges.

"We want to provide a way for students to focus on the content of their social activity rather than on the content of their beverage."

AL FRECH
DIRECTOR OF CENTER FOR PERSONAL DEVELOPMENT, RAMAPO COLLEGE

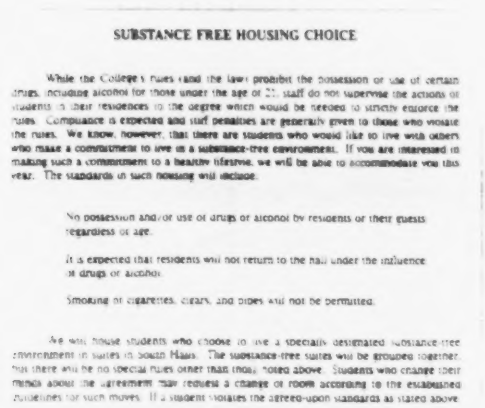
Means to Involve Youth

A 60-member, statewide committee, made up of college students and managed by the pilot program at Trenton State College, meets once a month to review the activities at the three pilot colleges. The members adapt the activities to their own campuses.

Strategies and Activities

Changing the Norm The programs of Ramapo College are presented because this pilot includes not only a smoke- and alcohol-free entertainment center, but also experimentation with smoke- and alcohol-free residential facilities. The college's strategy is to curb excessive and underage drinking by changing the environment for living and socializing. The goal is for abstinence or low-risk drinking (for those over 21 years of age) to be considered a respectable and normal option.

Student Surveys Surveys on drug and alcohol use that the college conducts each year are central to the development of Ramapo's program. About a third of the students responding consistently have indicated that they would prefer not to have alcohol in and around the campus, even though half of these respondents indicate they do drink—presumably due to peer pressure. Students do not like the fights, driving while intoxicated (DWI), and other aberrant behavior caused by consumption of alcohol. Around 1989,



SUBSTANCE FREE HOUSING CHOICE

While the College's rules (and the law) prohibit the possession or use of certain drugs, including alcohol for those under the age of 21, staff do not supervise the actions of students in their residences to the degree which would be needed to strictly enforce the rules. Compliance is expected and staff penalties are generally given to those who violate the rules. We know, however, that there are students who would like to live with others who make a commitment to live in a substance-free environment. If you are interested in making such a commitment to a healthy lifestyle, we will be able to accommodate you this year. The standards in such housing will include:

No possession and/or use of drugs or alcohol by residents or their guests regardless of age.

It is expected that residents will not return to the hall under the influence of drugs or alcohol.

Smoking of cigarettes, cigars, and pipes will not be permitted.

We will house students who choose to live a specially designated substance-free environment in suites in south Hall. The substance-free suites will be grouped together, but there will be no special rules other than those noted above. Students who change their minds about the agreement may request a change of room according to the established guidelines for such moves. If a student violates the agreed-upon standards as stated above

Ramapo started thinking about developing an alternative program for these students.

Incremental Development The residential facilities are being accomplished in stages. One floor was established as a smoke- and alcohol-free zone last spring, and there are plans to establish similar floors in other buildings.

Open Support The intended smoke- and alcohol-free residential facilities are permanent and visible demonstrations of the college's support for students who choose not to drink. In fact, the admissions office plans to use this residential option as a recruiting tool. Complementing this supportive strategy is The Nest, which is the college's tangible means to endorse socializing without alcohol. This center, which has been in operation for two semesters, is open every Tuesday night, and about 200 of the 1,000 students living on campus attend during any given week. Free, healthy food and juices are offered, and the low-key entertainment is generally provided by the students because the college sponsors organized events such as concerts and dances at other times. A Wellnessathon is also run twice a semester on Friday nights.

Program Management

Given the results of the student surveys and alcohol-related incidents on campus, the vice president of student affairs was quite supportive of the smoke- and alcohol-free entertainment and pilot residential program proposed by the college's Center for Personal Development. The vice president was well aware of the implications alcohol abuse and underage drinking posed for the quality of campus life, as well as for student health and college liability.

Some of the faculty and staff, however, felt the alcohol prevention initiative was an exercise in futility since drinking among college students traditionally has been considered a rite of passage. A typical attitude was one of "We drank and we're okay and didn't become alcoholics." However, as awareness rises through meetings and discussions, there is a greater understanding among the faculty of the need for Ramapo's prevention initiative. The faculty members are seen as being key to reaching the students (especially those 3,500 who commute), and they have been asked specifically to infuse the alcohol issue into their curricula. A Curriculum Infusion Committee now exists to support that process. For example, an economics professor might discuss the alcohol industry and the costs related to alcohol abuse. A history course could include the relationship of the rum trade to slavery. An English professor could discuss the treatment of alcohol abuse and addiction in various well-known works of literature.

Initially, just a few students were involved in planning the smoke- and alcohol-free floor. It was felt that, if there was too much publicity up front, the smoke- and alcohol-free residential facilities quickly could have been labeled as a place for "health nerds" and avoided. Therefore, the planning phase was very low-key, and the availability of the smoke- and alcohol-free floor was presented as an additional residential option just before dorm selections were to be made.

However, students are fully involved in running The Nest and getting out the word that this is a place to socialize without a keg. This low-key approach to entertainment is part of a long-term process to counter the influence of typical student descriptions of social events—"It was

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great party, everyone was there, and we all got bombed."

A staff outreach coordinator works with the students on The Nest, Student Life programs, and the Wellnessathon, among other activities. She expands student involvement in the alcohol-free approach and educates the faculty about this initiative. Essentially, she keeps the issue alive on campus.

Evaluation

The main student survey Ramapo conducts each year has been developed by the Fund for Improvement of Post Secondary Education (FIPSE) of the U.S. Department of Education. Colleges throughout the Nation voluntarily collect this information each year. The results are sent to Southern Illinois University at Carbondale, which maintains the largest national data base on alcohol and other drug use in higher education. Thus, Ramapo not only will be able to systematically monitor its own progress on reducing excessive/underage drinking and changing attitudes, but also will be able to make national comparisons.

College courses also will be assessed to determine how many have touched upon alcohol use. In making this assessment, it will be taken into consideration that the faculty has been asked to infuse other issues into their curricula, such as those relating to the environment and gender, and that infusion of a variety of issues can be a complex task.

Focus groups are being conducted among the 50 students currently living on the smoke- and alcohol-free floor of the residential hall to gain their perspective on the pilot program.

Funding

There is no cost to maintaining the smoke- and alcohol-free floor. However, the college must be certain that it can fill an entire floor or dormitory with students who want a smoke- and alcohol-free environment or it could end up with empty beds and lose money. Funding for the pilot and related activities has come from Ramapo's Office of the Vice President for Student Affairs, FIPSE of the U.S. Department of Education, and State Highway Safety 402 funds (as administered through the New Jersey Division of Highway Safety).

Future Plans

In the coming year, the college will have to assume the salaries of the outreach coordinator and her half-time assistant. Foundations are being looked to as possible sources of support.

For further information, please call or write Albert G. Frech, Ph.D., Director of Center for Personal Development, Ramapo College of New Jersey, 505 Ramapo Valley Road, Mahwah, New Jersey 07430, telephone: 201/529-7522.

Massachusetts

WORKING

WITH SERVERS

AND SERVERS

TO RESTRICT

ACCESS

Overview

The Alcohol Awareness Seminars, started in 1984, were recommended by a public/private task force convened by the Governor's Highway Safety Bureau (GHSB). The Bureau of Substance Abuse Services of the Massachusetts Department of Health was not involved directly in the development of this program. However, the Bureau of Substance Abuse Services is currently represented on the Underage Drinkers Task Force formed by the Massachusetts Alcoholic Beverages Control Commission.

This program is featured because it represents a State-driven initiative that is community-based in implementation. Also, the public/private partnerships are significant, particularly the use of the State's leading alcohol liability attorney to advise owners of alcohol-serving establishments.

Prior to recommending the Alcohol Awareness Seminars, GHSB's public/private task force analyzed Massachusetts' im-paired driving statistics, and found that a significant number of persons convicted of operating under the influence (OUI) had their last drinks in retail alcohol establishments. The task force's perception of this problem was heightened by the publicity already given to the liquor liability issue, as well as the restrictions the Massachusetts Alcoholic Beverages Control Commission had placed on "Happy Hour" practices. The task force concluded that retail alcohol establishments were the last line of defense in the fight against impaired driving.

Initially, the seminars were directed toward preventing over-consumption among the general population. However, in the past two years because of the over-representation of youth in alcohol fatalities, the focus has been on detecting underage patrons.

GHSB supports long-term underage drinking prevention programs, but believes it must back up these efforts with inter'ention measures. The ten to 11 seminars that are given each year reach more than 1,100 establishments, thus having an impact on thousands of patrons.

"I'd like to see every establishment in the State require Massachusetts identification from any individual purchasing alcohol, regardless of age."

IRENE BENT
REGIONAL PLANNER
GOVERNOR'S HIGHWAY SAFETY BUREAU

Background and Planning

The task force decided that the Alcohol Awareness Seminars should be the force to motivate retailers to participate in formal server training programs, which provide detailed information on technology and techniques. Starting as a State initiative, the half-day awareness seminars reviewed service, intervention, policies, and education. Liability was and is the over-arching issue because the alcohol industry is concerned about its ability to protect itself if taken to court. It is emphasized in the seminars that serving a minor has serious legal consequences that are compounded when a minor has over-consumed.

After developing the Alcohol Awareness Seminar concept, GHSB contacted the district attorneys in each county to ask if they would be interested in holding a State-led seminar in their jurisdiction. The fact that the Governor and the State District Attorney signed the letter of inquiry led to a positive response.

However, there were still liability suits being brought against servers. It was subsequently determined that the establishments were not implementing their server policies. As a measure to strengthen the Alcohol Awareness Seminars, GHSB transformed the seminars into the current community-based sessions by the mid 1980s. This was done by contacting local police departments and having them take the lead on involving the alcohol vendors.

Means to Involve Youth

In forming the public/private task force, GHSB recruited persons who had direct responsi-

bility for laws, programs, and commerce regarding alcohol sale and consumption. Therefore, no youth were involved. However, the Alcoholic Beverages Control Commission established a youth task force in 1993, and this body is advising GHSB on underage drinking issues. In addition to the youth members, who include representatives of Students Against Driving Drunk, this body has adult representatives from relevant State agencies, i.e., the Division of Substance Abuse Services and the Depart-ment of Education. Mothers Against Drunk Driving also is represented.

Strategies and Activities

Detection Techniques The seminars are aimed at package stores and on-premise establishments that share the same problems in detecting false identifications and also have about the same track record in sales to underage persons. A great deal of time is spent on learning the techniques for detecting underage persons, i.e., signs of age, comparing facial features to the photo on the identification offered. It is recommended that anyone who appears to be under 40 years of age be asked to present identification. This is a modification of the policy at all Massachusetts arenas where everyone is asked to present documentation of age—even senior citizens—if they want to purchase alcohol.

Liability Protection The most compelling aspect of the seminar is the presentation given by the State's foremost alcohol liability attorney who represents victims and their heirs. He tells establishment owners how he presents his cases in court and literally advises them as to how they can protect themselves, e.g., keep the lights up so servers can check identifications, do not give drinks enticing names, avoid using more than one type of liquor in drinks, and so forth.

Program Management

The alcohol awareness program is one on which there has been complete interagency cooperation. At the State level, GHSB communicates frequently with the Alcoholic Beverages Control Commission and the Registry of Motor Vehicles so that the alcohol industry can be kept apprised of the latest issues regarding false identifications.

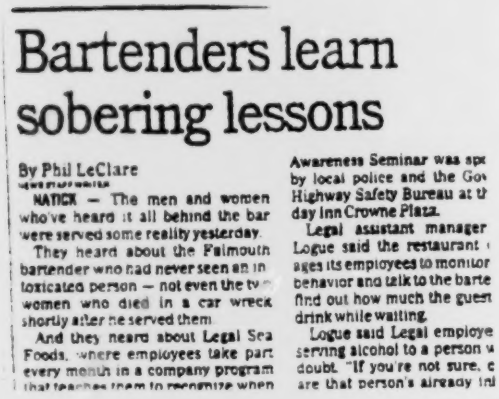
At the local level, there is full cooperation from government agencies, particularly since the Alcohol Awareness Seminars can be adapted to local circumstances. One district attorney included the relationship of alcohol to domestic violence in her jurisdiction's seminar. In regard to the participation of local alcohol establishments, the liability issue continues to remove any vestiges of resistance.

The community-based process is enhanced by the State and the local jurisdiction sharing responsibility for holding the seminar. GHSB pays for the attorney and the trainer, $300 and $150 per seminar, respectively, and offers up to $300 for rental of the local facility, which often is provided free of charge. Two State employees also participate in each seminar at the in-kind rate of $150 per day. The State provides information packets with the in-kind cost of materials totaling $1,500 per year. The local sponsoring police department agrees to locate a facility, provide refreshments, and handle invitations and registration.

This year, a seminar was held in a community that received prevention funding from the Center for Substance Abuse Prevention. The total cost of this seminar was $62.50.

An added benefit of the seminar is the continuous feedback GHSB receives from the

alcohol industry regarding new problems. This allows for State action to be taken before these problems constitute major obstacles. For example, participants in a recent seminar held in a college town in western Massachusetts raised the issue of underage alcohol purchases through supermarkets and grocery stores. As a result, the owners of these establishments will be included in future Alcohol Awareness Seminars.



Bartenders learn sobering lessons

By Phil LeClare

NATICK — The men and women who've heard it all behind the bar were served some reality yesterday.

They heard about the Falmouth bartender who had never seen an intoxicated person — not even the two women who died in a car wreck shortly after he served them.

And they heard about Legal Sea Foods, where employees take part every month in a company program that teaches them to recognize when

Awareness Seminar was spo by local police and the Gov Highway Safety Bureau at th day Inn Crowne Plaza.

Legal assistant manager Logue said the restaurant e ages its employees to monitor behavior and talk to the barte find out how much the guest drink while waiting.

Logue said Legal employe serving alcohol to a person w doubt. "If you're not sure, c are that person's already int

Evaluation

Every seminar provides the participants an opportunity to comment on the program. About 75 percent of the response forms are returned, and 95 percent of the respondents are positive—with 90 percent recommending that server training be mandated.

Massachusetts alcohol crash fatalities are low, and GHSB believes that the awareness seminars have contributed to this record as part of the State's integrated measures against impaired driving. These include tough laws, stringent enforcement, and community-based traffic safety programs.

GHSB recently undertook compliance checks (sting operation) in college towns, which reveal the impact of the Alcohol Awareness Seminars. No identifications were requested in 29 percent of the establishments checked in 10 of the communities. However, there were zero violations in the 11th community, which had held an Alcohol Awareness Seminar one month prior to the compliance checks.

Since the approach the Bureau uses is low-cost and community-based, the half-day Alcohol Awareness Seminars could be implemented easily by other States.

Funding

The Bureau's support for the awareness seminars comes from State Highway Safety 402 funds.

Future Plans

The results of the compliance check (sting operation) in the 11 college communities have been presented to the youth task force of the Alcoholic Beverages Control Commission. The Governor's Highway Safety Bureau has taken this step because it believes that youth input is critical to developing a plan to work with the 11 communities to reduce underage drinking.

Awareness seminars probably will be sponsored by various local agencies, in addition to police departments. A local board of health recently asked to sponsor a session for the three cities within its jurisdiction.

New State technology will facilitate the detection of false identifications. There are plans to move toward photo imaging and bar codes on driver's licenses.

More money will be spent on materials. The Bureau plans to develop displays and other eye-catching means to present the seminar messages.

For further information, please call or write Irene Bent, Regional Planner, Governor's Highway Safety Bureau, 100 Cambridge St., Room 2104, Boston, Massachusetts 02202, telephone 617-727-5073.

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"We discovered we had a fraudulent identification industry with similarities to the drug trade—national networks and large profits."

PHYLLIS DARDENE
CARL HAYDEN
JIM MILLER
AND ED RYDER
VA DMV/VA ALCOHOLIC BEVERAGE CONTROL

Overview

The Virginia Department of Motor Vehicles (DMV) and the Virginia Department of Alcoholic Beverage Control (ABC) jointly administer the Dual Agency Task Force to Combat Fraudulent Identification Use. The Office of Substance Abuse Services of the State's Department of Mental Health is not involved in this specific project but joins these two agencies in other activities.

This project is featured because the use of fraudulent identifications is a major contributing factor to underage drinking. Virginia is on the cutting edge of technical, enforcement, and education measures designed to curtail the reproduction and use of fraudulent identifications.

The goal of this initiative is to reduce underage drinking, purchasing, possession, and driving under the influence (DUI) that occurs through the use of fraudulent identification. A multifaceted approach is being taken that includes education, training, licensing, and public awareness regarding new laws and technology. Through this prevention effort, investigators and agents are attempting to reach the underage population and their parents before they encounter the enforcement system.

A needs assessment was completed by analyzing arrest, crash, and other related data. Community support and input are obtained through the training of local and campus police, the judicial conference, the annual youth summer conference, and other presentations by agents and investigators throughout the State.

Background and Planning

Late in 1991, DMV and ABC leaders realized that many alcohol violations by persons under 21 years of age entailed the use of fraudulent identifications. Surveys also indicated that students at many of Virginia's 75 colleges were involved in the use and/or procurement of fraudulent documents. The two agencies also realized each was making arrests for the same overall problem—the ABC for liquor control laws, the DMV for alcohol-related vehicle violations, and both for fraudulent identifications. However, at no point were the violations merged to paint the big picture. It was at this point that the two agencies joined forces through the formation of the Dual Agency Task Force to Combat Fraudulent Identification. This working group includes DMV investigators, ABC special agents, and administrative personnel from both agencies on an as-needed basis.

By February 1992, the DMV received approval for a six-month pilot project using 402 funds. The ABC shared in this grant equally through the DMV.

Means to Involve Youth

Workshop presentations on the fraudulent identification initiative are given at the Youth Alcohol and Drug Prevention Project summer conference sponsored by the Virginia Department of Education. An average of 600 high school-age youth and 200 adult sponsors attend this event annually. Participants express their views on substance abuse, violence, health, and motivational issues, taking new information and skills back to their respective schools and communities.

The ABC also holds an annual conference for college students and faculty entitled "Alternatives." While the topics covered are much the same as those presented at the high school conference, the data are more technical and offer a clear picture of the lifetime effect of violating underage

drinking laws.

These forums provide an excellent opportunity for imparting specific information about fraudulent identification and gaining feedback from the youth attending.

Strategies and Activities

Digitized Imaging Through technology known as digitized imaging, the DMV can store the photograph of every driver issued a license, along with the information relating to that person. This is done by using special video equipment instead of the traditional still camera technique. The new system allows photo retrieval prior to issuing any duplicate license. Another security feature is a hologram that extends over the date of birth. This makes photocopying or other duplication impossible. And last, the date the person will or did turn 21 is under the picture. This is particularly helpful to servers who work under dim lighting and harried conditions.

Written Guides The agents and investigators carry copies of a comprehensive I.D. Checking Guide, which gives them the capability to check a driver's license from any State or foreign country, as well as license plates, credit cards, and immigration documents. They also have copies of the Virginia Motor Vehicle Code and ABC Laws. Each DMV district office has a large, detailed U.S. Identification Manual for personnel to refer to when special questions arise.

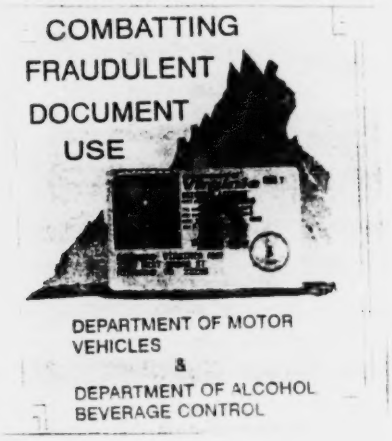
Equipment Enforcement activities are supported by specialized equipment. Combination flashlight magnifiers are used because agents often work in dimly lighted areas. Passive Breath Analyzers assist in identifying whether liquid in a cup contains alcohol, e.g., clear beer. Binoculars are used to survey store fronts and parking lots for adults who purchase alcohol and pass it to minors waiting outside.

Public Events Concerts and other large events are targeted for investigation while purchases are being made by attenders. Often the task force teams are requested by the sellers to safeguard them from being duped by fraudulent identifications.

Media When an enforcement effort is particularly successful, this information is shared with the media. This approach is considered to be one of the most effective in reaching large numbers of youth regarding new enforcement practices, technology, and laws.

Discovery of an Industry An unplanned outcome of the fraudulent identification initiative was the discovery of two production factories—one near Richmond and another in the western part of the State—which produced documents costing from $50 to $200. These factories fed into a network that extended into other States. Virginia personnel assisted North Carolina authorties in breaking up a fraudulent identification factory at a North Carolina college. Twenty people between the ages of 18 and 21 years were identified as part of one Virginia ring, and all were tried and convicted and received fines of $1,500 to $4,000 and six months to eight years of jail time with no time suspended. Four of those convicted received 100 hours of community service to be served in the Richmond DMV branches. These penalties served to intimidate smaller operations out of business.

New Laws The project also has provided a



vehicle to disseminate information regarding new Virginia laws such as the "use and lose law" and more recently the 0.02 law.

Program Management

Since Virginia agencies have been combining forces to combat youth alcohol-related and enforcement projects for years, the foundation was in place for DMV and ABC to join forces. The first activity was a cross-training of the investigators and special agents. Campus and local police were trained next. The same training held in 1992 is still periodically requested for new campus personnel, which speaks for the way it was received.

Parent-Teacher Associations and other school groups also were informed of the special initiative. These presentations were very well received and provided a forum for two-way communication, which resulted in a great deal of inside information about fraudulent identification practices. Some parents even brought in examples of fake licenses found in their teenagers' possession for the investigators to use for comparison purposes.

It was essential for the special initiative to have the support of the courts. The DMV holds an annual judicial conference that is jointly sponsored by the Virginia State Police, the Virginia Alcohol Safety Action Program, and the Virginia Department of Transportation. In 1992, this conference was attended by the juvenile court judges, as well as the district judges. Special presentations were developed relating to the fraudulent identification problem and joint program.

The juvenile court judges began to understand the extent of the fraudulent identification industry. In court, also for the first time, they were considering DMV and ABC charges concurrently for the same defendants. Upon seeing the full dimensions of the problem, they began to penalize accordingly. Possession of a false driver license or identification card carries a $250 fine, 30 days to six months in jail, community service, and the loss of driver license privileges for up to six months.

The Virginia ABC also sponsors special training for retail employees who work in bars, liquor stores, grocery stores, and other outlets. This course is patterned after the national TIPS (Training for Intervention Procedures by Servers of Alcohol) program, but specifically tailored to fit Virginia's needs. The fraudulent identification program administered by the State is very community-oriented and effective in gaining local support.

Evaluation

The impact of this project is being measured in the short term by the number of arrests, convictions, and community feedback. Long-term evaluation will include assessment of the number of alcohol-related crashes for the under-21 age group.

During the six-month (April through September 1992) pilot, there were a record 351 arrests. Seventy-two of these were for fraudulent identification violations, and 180 were for underage possession of alcohol. The remainder was spread over many areas that included possession of marijuana, heroin, and cocaine. These results certainly reflect the basis for continuing the project. During nine months of 1993, 977 arrests were made (January through September).

Funding

The program has received State Highway Safety 402 funds. The DMV and the ABC also support the overall structure of the fraudulent identification initiative through their permanent staff, salary for court appearances, vehicles, office space, supplies, and so forth.

Future Plans

This is an ongoing program that will continue to apply for additional support to perfect and refine its technology and approaches. Further possible licensing security features may include the addition of a universal product code (UPC). This would hold detailed data about the licensee and a picture that would have a ghost image.

As a pioneer in developing advanced technology and procedures to make the replication of drivers' licenses most difficult, the Commonwealth of Virginia has and will continue to assist agencies such as the Illinois State Police in developing its own program for the detection of fraudulent identification.

For further information, please call or write Ed Ryder, Assistant Director, Investigative Services, VA DMV, PO Box 27412, Richmond, VA 23260, telephone 804-367-9491 or Carl Hayden, Special Agent in Charge, Special Operations, VA Alcoholic Beverage Control, P O Box 27491, Richmond, VA 23261, telephone 804-367-1293.

"Children don't stay alcohol- and drug- free by luck. It takes caring, thought, and effort."

TALKING TO YOUR KIDS ABOUT ALCOHOL BROCHURE

Overview

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Washington's "Talking to Your Kids About Alcohol" media campaign, a prevention program of the Washington Division of Alcohol and Substance Abuse, was kicked off March 15, 1994. The main messages of the campaign include: Alcohol is a drug, parents are the single greatest influence upon their children, and parents should talk to their children about alcohol when they are young. The campaign targets parents of children between 3 and 10 years of age. The goal of the campaign is to reach 80 percent of the target population (1 million households) 4-5 times during the campaign. While the Washington Traffic Safety Commission is not involved in this particular effort, it does collaborate with the Division of Alcohol and Substance Abuse on other underage drinking prevention efforts.

This campaign is featured because it is an example of a high-quality media campaign to prevent underage drinking and to counter the influence of alcohol advertising on young children. It is a unique effort in that it targets the parents of young children.

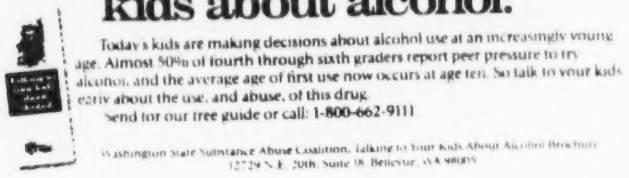
The "Talking to Your Kids About Alcohol" campaign objectives are to:

- Educate parents throughout Washington State on the importance of talking about alcohol use to their children when they are young.
- Arm parents with knowledge and tools to be able to effectively communicate with their children regarding alcohol use.
- Maintain high campaign visibility, over 18 months, through support of corporate and media partnerships, government and nonprofit organization programs, and community and school grassroots efforts.

Background and Planning

After completing a communications training offered by the Office for Substance Abuse Prevention, now the Center for Substance Abuse Prevention, in December 1990, a group of participants formed a Prevention Communications Team in order to use the skills and information learned in the training. The Prevention Communications Team includes representatives from the Division of Alcohol and Substance Abuse, the Liquor Control Board, Washington State University's School of Communication, county government, local community organizations, and public broadcasters. The team decided that its first media campaign would address the issue of underage drinking and its prevention.

This media campaign was based on research about children's attitudes and behaviors regarding alcoholic beverages and on parents' perceptions and beliefs about children and alcohol. The Washington State Survey of Adolescent Health Behaviors 1988-1992 found that alcohol is by far the substance of choice for students surveyed between 6th and 12th grades in Washington State. The average age of first use in Washington State is 10½. Other studies show that children form lasting perceptions and attitudes about alcohol use at an early age (3-10). In one study, 37 percent of 8- and 9-year-old children cited television as a source of information about alcohol.[8] Another study found that children who are aware of alcoholic beverage advertising hold more favorable beliefs about drinking, intend to drink more frequently as adults, and have more knowledge of beverage brand names and slogans.[9]


Don't wait to talk to your kids about alcohol.
Today's kids are making decisions about alcohol use at an increasingly young age. Almost 50% of fourth through sixth graders report peer pressure to try alcohol, and the average age of first use now occurs at age ten. So talk to your kids early about the use, and abuse, of this drug.
Send for our free guide or call: 1-800-662-9111
Washington State Substance Abuse Coalition, Talking to Your Kids About Alcohol Brochure
12224 N.E. 20th, Suite 18, Bellevue, WA 98005

Based on this research and the team's knowledge of existing underage drinking prevention efforts (most efforts target adolescents), the group decided to work toward preventing underage drinking by targeting the parents of children aged 3 to 10. The Washington Division of Alcohol and Substance Abuse then contracted with a media firm to develop the "Talking to Your Kids About Alcohol" campaign.

Means to Involve Youth

Because the campaign targets parents as a means to prevent underage children from using alcohol, youth are not involved in the campaign.

Strategies and Activities

The primary elements of the campaign are:

- Series of black-and-white print ads for newspapers, magazines, and newsletters;
- Two 30- and one 60-second television public service announcements (PSAs);
- One 30- and one 60-second announcer-read radio script and a 60-second produced radio spot;
- Two full color posters;
- "Talking to Your Kids About Alcohol" guide/brochure;
- Toll-free phone number for requesting more information;
- Benchmark and tracking research for monitoring campaign effectiveness.

Campaign Kickoff The campaign kickoff on March 15, 1994, included press releases about the campaign. Print ads urging parents to talk to their children about alcohol and displaying the toll-free number to call to get the "Talking to Your Kids About Alcohol" brochure were distributed to all the major newspapers in the State, as well as to community-based organizations for their newsletters.

Television PSAs The media firm developed 20 concepts for the television PSAs. Of these 20, the Prevention Communications Team chose eight to be tested by four focus groups (two in Seattle and two in other parts of the State) consisting of parents with children between ages 3 and 10. The focus groups concluded that all but one of the concepts were effective. The team chose two from the remaining seven.

One PSA depicts a little girl having a tea party with her teddy bear. Instead of tea she is offering the bear alcohol to relax and asking how his day was. At the end of the spot,

8 Austin, E.W. and Ferguson, B.N., *Sources and Influences of Young School-Age Children's General and Brand-Specific Knowledge About Alcohol*. Edward R. Morrow School of Communications, Washington State University, November 1992.

9 Grube, J.W. and Wallack, L., Television beer advertising and drinking knowledge, beliefs, and intentions among schoolchildren. *American Journal of Public Health*, February 1994: 252–259.

BEST COPY AVAILABLE

viewers are asked "What are you teaching your children about this drug?" The toll-free number to receive the campaign brochure is then displayed. Another shows young adults playing football and carrying coolers full of beer and talking about "good times, good friends, and great beer." The camera then pulls away to show a young boy watching the television commercial portraying alcohol use as a means to fun. It ends with the question, "With all the messages your kids receive about alcohol, shouldn't the most important come from you? Talk to your kids about alcohol because they are already listening." It too offers the toll-free number to get the brochure.

These PSAs were given to the major TV stations in the State. The PSAs were well received by the stations. Given the large number of requests by various organizations to run PSAs, it is difficult to obtain air time. When and how often the campaign PSAs are run is determined by the stations. Both PSAs are scheduled to run during the Super Bowl as part of another campaign run by the Washington Department of Health focusing on teen health.

Radio PSAs The radio PSAs are similar to those for TV. The produced radio spot is called "Messages" and has adults saying things about alcohol with a voice-over stating the message that underlies what the adult is saying. For example, part of the script has a woman saying, "We're celebrating, have another glass. Since when haven't you been up for a good time?" The voice-over says, "Drinking makes you fun." The radio PSA emphasizes that parents can make a difference by modeling appropriate use or nonuse of alcohol.

Posters The campaign also has two color posters that advertise the campaign's toll-free number and free guide, "Talking to Your Kids About Alcohol." One poster pictures a young girl sitting in front of the television and reads, "Make sure the most important message about alcohol comes from you." The other poster pictures a young boy reaching for a beer in the refrigerator and reads, "When some parents crave their favorite drug, they'll even use their own kids to get it." The Liquor Control Board also sent a campaign poster to every liquor store in the State, suggesting that the store display the poster. Posters in Spanish will also be available.

Guides Guides provide information about alcohol and the importance of prevention beginning at home. This pamphlet also guides parents in how to help prevent their children from using alcohol. Suggestions include teaching children how and when to say "no," setting boundaries for children, setting a good example, and explaining how to get help for individuals with chemical dependency problems.

These brochures are available by calling the toll-free number and are given out to individuals as well as in bulk quantities to requesting schools and parent groups. As of late 1994, 58,000 guides had been distributed. The guides are also being translated into Spanish, Vietnamese, Laotian, Cambodian, and Chinese. These brochures will be distributed in places where these language groups congregate.

County Participation In addition to statewide efforts, each of Washington's counties has a contact person who was given a media manual, training, and a supply of posters. These county contacts were asked to incorporate the campaign into their prevention programming.

Program Management

The campaign is managed by the Washington Division of Alcohol and Substance Abuse. As mentioned earlier, the campaign is part of a multiagency Prevention Communications Team, so there is interagency cooperation. Also, county agencies are involved in local dissemination of campaign materials.

While the Division of Alcohol and Substance Abuse manages the overall campaign, it contracted the development and marketing of the PSAs to a media firm. The media firm was also responsible for the evaluation component of the campaign, which it contracted out to a research organization.

Evaluation

The media campaign includes a benchmark study and plans for tracking research to monitor campaign effectiveness. The benchmark study used computer-assisted telephone interviewing from a list of randomly selected households in Washington State. In order to qualify, respondents had to be parents in the State, at least 18 years of age, and have a child aged three to ten living in their household. The total sample size was 600. Quota sampling was conducted by 7 regions within the State, encompassing all 39 counties to ensure sampling proportionate to the population of households with children aged three to ten. The interviews were conducted January 26 through February 2, 1994. The average interview length was 11 minutes.

The benchmark study for this Washington State media campaign found that only 35 percent of Washington parents knew that alcohol was children's drug of choice. Nearly two-thirds (63 percent) of parents think children do not begin using alcohol until 12 years of age or older. Studies have consistently shown that children look to their parents as primary role models and sources of information about alcohol; however, the benchmark study found that parents do not think of themselves as a significant source of information about alcohol. Nearly half (46 percent) of parents named teachers and schools as the most important source of information about alcohol for children, and only 18 percent believe parents are the most important source. While two out of three adolescents in Washington identify television as a major source of information about alcohol, only 11 percent of parents believe that advertising/media are important sources of information about alcohol use.

The tracking survey was planned for March or April of 1995. A procedure similar to that used in the benchmark study will be used again to obtain respondents for the tracking survey. These respondents will be asked similar questions, and differences in responses will be measured. Respondents will also be asked if they have seen or heard any alcohol prevention advertisements and what they recollect about the ad's message.

The Division of Alcohol and Substance Abuse believes the campaign can be replicated by other States. It may even be possible for other States to use the PSAs developed by the Washington campaign, if contracts with the talent used could be renegotiated. Changes would have to be made to campaign elements to reflect the State conducting the replicated campaign and a different toll-free telephone number.

Funding

The campaign is funded by the Washington Division of Alcohol and Substance Abuse through the Substance Abuse and Mental Health Services Administration Block Grant. The Washington Department of Health funded the printing of campaign posters.

Future Plans

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Plans currently under consideration include expanding the media outlets, such as having place mats in fast food restaurants or grocery store bags with campaign messages. This campaign is expected to run through June 1995. The Prevention Communications Team has plans to continue. Its next campaign will be about fetal alcohol syndrome.

For further information, please call or write Pam Darby, Program Manager, Washington Division of Alcohol and Substance Abuse, Mail Stop: OB-21W, Olympia, WA 98504, telephone: 206/438-8799.

"Prevention is about partnerships and people working together."

FORMER MD GOVERNOR WILLIAM DONALD SCHAEFER

Overview

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Th Maryland Underage Drinking Prevention Coalition, an independent coalition, was formed in June 1993 and has evolved into a 1,500-plus membership organization composed of individuals, agencies, and other concerned organizations. The Maryland Alcohol and Drug Abuse Administration and the State Highway Administration's Office of Traffic and Safety are among these 1,500 members.

This project is featured because legislation and public policy are important components in the reduction of underage drinking. The Maryland Underage Drinking Prevention Coalition is an example of effective statewide mobilization of communities and individuals to influence public policy and to share information.

The purpose of the Maryland Underage Drinking Prevention Coalition is to prevent underage drinking in Maryland. Its primary objectives are to:

- Reduce tolerant attitudes about underage alcohol use by all members of the community.
- Reduce pro-drinking messages and to increase anti-drug messages.
- Increase consistent enforcement of rules, standards, and laws related to underage drinking.
- Reduce alcohol availability to underage drinkers.
- Increase the awareness and knowledge of:
  - –the health, legal, family, and social consequences of use, abuse, and dependency;
  - –laws related to underage drinking;
  - –the need for early prevention; and
  - –the developmental needs of youth.
- Increase number of alcohol-free social activities available to youth.

Background and Planning

The Maryland Underage Drinking Prevention Coalition was formed by the Prevention Committee of the Governor's Drug and Alcohol Abuse Commission. The commission was created by Executive Order in 1989 and is charged with developing a comprehensive and coordinated strategy to reduce alcohol and other drug use through innovative and more effective prevention, education, treatment, and law enforcement at all levels of government.

Before the creation of the Underage Drinking Prevention Coalition, the Prevention Committee addressed the prevention of underage drinking as part of its overall prevention strategy. Prevention Committee members requested that it be addressed as a separate prevention issue since it was a significant problem. The Prevention Committee felt a grassroots movement/ involvement would best serve the facilitation of change in laws, programs, and especially in the public's tolerant attitudes about underage drinking.

The Prevention Committee used a variety of data sources to assess the underage drinking problem in Maryland. Data from State surveys, research reviews on alcohol

advertising and the use of alcohol in television and film, and local community meetings were used to define the problem in Maryland and develop strategies to address it.

Data from the 1992 Maryland Adolescent Survey (MAS), prepared by the Maryland State Department of Education, show that among the 6th, 8th, 10th, and 12th grade students surveyed, alcohol remains the most widely used substance. Fifty-three percent of high school seniors reported current use of alcohol, and 32 percent reported "binge drinking" (five or more servings of alcohol on the same occasion) within 30 days of the survey. Since the last MAS was administered in 1990, prevalence of current alcohol use has increased among 6th and 12th graders and decreased among 8th and 10th graders. The MAS also found that 40 percent of 12th grade students surveyed said they had driven at least once in the past year within one hour of having consumed five or more alcoholic beverages.

The above data demonstrate the extent of underage drinking in Maryland. The Prevention Committee's next step was to identify the factors that increase the likelihood that young people will use alcohol. One of the aspects of underage drinking that the committee addressed was the relationship between alcohol advertising and the use of alcohol in television and film and underage drinking.

The Prevention Committee reviewed research studies, special reports, position papers, and articles in media journals in an attempt to determine the impact of alcohol advertising and the use of alcohol in television programming and films on underage drinking. The principal finding was that alcohol advertising and the use of alcohol in television programming are major influences.[10] The research consistently showed that youth's favorable attitudes toward alcohol are significantly related to their exposure to alcohol advertisements and their exposure to the use of alcohol in television programs and films. The research shows that as exposure to alcohol advertising or alcohol in television programming and film increases, youth perceive drinking as more attractive, acceptable, and rewarding.

The Prevention Committee then held local outreach meetings attended by parents, youth, educators, drug treatment personnel, and law enforcement officers. The Prevention Committee distributed outreach materials and received feedback from communities about the underage drinking problems in their communities. At these meetings, the committee was told that underage drinking is rampant in communities across Maryland. Membership forms indicated that attendees thought that underage drinking prevention legislation should be a top priority of the newly forming coalition. Maryland citizens have also repeatedly told the coalition that one of the biggest factors contributing to widespread drinking is the tolerant attitude the community has toward underage drinking.

Through these outreach meetings, 600 members were recruited. On November 1, 1993, a coordinator was hired to organize the Underage Drinking Prevention Coalition. The first Underage Drinking Conference, held on November 6, 1993, served as a closure to the outreach period of the coalition. Since the coalition "formally" began, the coordinator became and remains the only full-time, paid staff member of the coalition. Once hired,

10 THE PREVENTION COMMITTEE OF GOVERNOR WILLIAM DONALD SHAEFER'S DRUG AND ALCOHOL ABUSE COMMISSION, *THE IMPACT OF ALCOHOL ADVERTISING AND THE USE OF ALCOHOL IN TELEVISION PROGRAMS AND FILMS ON UNDERAGE DRINKING*, JANUARY 1993

she began organizing the membership, prioritizing objectives, and creating action plans to meet the identified objectives.

Involvement of Youth

Youth are involved in all of the governing and planning structures of the coalition as well as in its activities. There is a youth representative on the advisory board from each of Maryland's eight regions. The board of directors includes five youth representatives, and youth representatives are also on the executive committee.

These youth are recruited for these positions through extensive outreach. A youth representative from the Governor's Youth Alcohol and Drug Commission is also included. Groups of recovering youth, alternative schools, and community youth groups are targets for the coalition outreach effort. Youth already involved are asked to bring their friends to coalition activities. Although most of the youth representatives are high school teens, there are also 19-year-olds on the coalition's board.

In addition to being involved in the organizational structure and functioning of the coalition, youth contribute in many of the coalition's activities. Recovering youth testify at State legislative assemblies. Youth participate in community presentations about underage drinking prevention. Youth participated in a media training sponsored by the Center for Substance Abuse Prevention, and they plan to hold a training for adult coalition members covering what they learned at the training.

Activities and Strategies

The primary activities of the coalition are:

- Dissemination of information to members and the general public about underage drinking, its causes, consequences, and prevention; alcohol advertising and programming practices; and grassroots prevention initiatives.
- Legislative efforts that include presenting a yearly legislative package, contacting senators and delegates in Annapolis, and sharing advocacy techniques and strategies with community members.
- Providing conferences, training, and other networking opportunities to coalition members.
- Developing and distributing a quarterly newsletter to 2,000 individuals/organizations.

Legislation The coalition worked with members of the Maryland General Assembly to identify gaps or weaknesses in current underage drinking laws and to identify ways to strengthen them. The result was a legislative package that includes the following bills: keg registration, adult responsibility for possession or consumption by underage persons, and misrepresentation or false statement of age. Both the keg registration and the misrepresentation or false statement of age bills were passed and signed into law in May 1994, with the keg registration effective October 1, 1994, and the misrepresentation or false statement of age effective July 1, 1994.

The legislative component of the coalition consists of monitoring legislation, drafting and distributing legislative alerts and sample letters to legislators to coalition members, distributing information on how and to whom phone calls should be made, and testi-

fying at legislative hearings. The coalition held a rally at the State legislature to bring attention to the pending bills regarding underage drinking. They were present when bills were discussed and made sure each legislator on committees with jurisdiction over underage drinking prevention bills was contacted by a coalition member from his or her county.

Keg Registration and Misrepresentation of Age The keg registration law requires anyone who purchases beer or other alcoholic beverages, by the keg, to register and certify that he or she will not permit persons under 21 years of age to consume the contents of the keg. The misrepresentation or false statement of age law combines elements of three sections of Maryland law pertaining to misrepresentation of age to obtain alcohol. This streamlining of language makes it easier for law enforcement officers to enforce laws against persons under 21 years of age using false IDs or otherwise misrepresenting their age to obtain alcohol. Previously it was against the law to produce false identification, but it was not against the law to possess a false ID. The new law changes this so that it is illegal to possess a false driver's license but does not include other forms of identification.

Possession or Consumption The possession or consumption bill would make it illegal for an adult to permit a minor to possess or consume alcoholic beverages, an illegal activity, at the adult's residence. Currently, Maryland law prohibits adults from obtaining alcohol for minors and from furnishing alcohol to minors, but not from permitting minors to possess or consume alcohol. The proposed legislation closes a gap in the current law that enables adults to legally permit persons under 21 years of age to drink in their residence as long as the adults did not obtain or furnish the alcohol.

Education The newly formed Education Committee's plan is to develop and implement activities to make the public more aware of the serious nature and extent of underage drinking in Maryland and to reduce the public's tolerant attitude toward it. Proposed activities include: developing specific education curricula for groups such as the judiciary, law enforcement, liquor boards, and so forth; forming a speaker's bureau; developing and implementing year-round local media campaigns that include feature stories on underage drinking prevention efforts, letters to the editor, guest columns, and op/ed articles related to underage drinking; and developing training programs for coalition members on topics such as working with the media, marketing prevention programs, and so forth.

Information and Referral The coalition responds to community requests for information by sending information, making presentations, and/or making referrals for the people seeking information to those people who have it. In many respects, the coalition acts as an informal clearinghouse of information. Groups that the coalition address include Parent-Teacher Associations, students, and youth groups.

For example, Baltimore's City Wide Liquor Coalition for Better Laws and Regulations was successful in working to get legislation passed prohibiting billboards advertising alcohol in Baltimore. A group in Ocean City is trying to do the same thing. The coalition connects these two groups so the Baltimore model can be used by the Ocean City group.

Alcohol-free Activities Another activity of the coalition is aimed at increasing the number of alcohol-free social activities available to youth. Board members are compiling information on alternative activi-

ties that they know of and sharing that information with coalition members.

National Efforts Coalition's efforts to impact the national agenda:

- Working for passage of the Federal Sensible Advertising and Family Education (SAFE) Act requiring health and safety messages in alcohol advertisements.
- Participating in the national effort to prohibit beer sponsorship of the 1996 Summer Olympics.
- Working for an increase in the Federal alcohol excise tax, with a portion of revenue used to produce counter advertisements.

Program Management

The coalition has a 50-member advisory board that is made up of one adult and one youth representative from each region (16), and one representative from each of the jurisdictions (24). The 10 remaining members are representatives of the following: parents, senior citizens, religious groups, the health care field, police, judges, schools, businesses, legislators, the media, universities, government, and professional groups. The advisory board advises the board of directors on how to carry out the coalition agenda and plan. It provides collective direction to the coalition by discussing ideas, processing information, and reporting to the board of directors.

The board of directors consists of 24 members: eight adult members representing each region, five youth members, one Governor's Drug and Alcohol Abuse Commission representative, one youth from the Governor's Drug and Alcohol Abuse Commission, and nine at-large members. The board of directors plans and approves the coalition's agenda.

The executive committee is made up of seven members representing officers, committee chairs, youth, and commission staff. The executive committee carries out the approved plans and conducts business routinely.

The coalition has a legislation committee and an education committee.

Evaluation

The coalition does not have a formal evaluation component. The informal indicators used by the coalition to measure its success include: measuring how many people are members (1,000), tracking how many community presentations are done in the name of the coalition (over 100), and tracking how many laws that the coalition works on are passed (two).

Funding

Currently, 75 percent of the coalition's funding is from the Governor's Drug and Alcohol Abuse Commission, and 25 percent is from the Maryland State Police. Previously, the coalition was also funded by the Maryland Department of Transportation.

Future Plans

The Coalition plans to continue its legislative and educational agendas.

For further information, please call or write Bonnie Holmes, Coordinator, Maryland Underage Drinking Prevention Coalition, 300 E. Joppa Road, Suite 1105, Towson, MD 21286-3016, telephone: 410/321-3521.

"It was one of the most rewarding and exciting conferences we ever attended. We plan to take the ideas we gained from Teenwork back to our high school"

FORMER TEENWORK PARTICIPANTS

50

Overview

Teenwork is a youth conference planned, organized, and run by teens. The conference consists of California teens exchanging ideas about the prevention of alcohol and other drug use, and other teen-related problems. Teens are taught how to combat alcohol and other drug usage among their peers, how to deal with the pressures of being a teen, and how to create or improve existing alcohol and other drug prevention programs.

This program is featured as an example of a successful youth conference. Teenwork's remarkable degree of youth participation in planning and implementation contributes greatly to its success.

Teenwork is currently funded and coordinated by the California Department of Alcohol and Drug Programs. Until this year, the California Office of Traffic Safety worked jointly with the Department of Alcohol and Drug Programs to implement the Teenwork conference. The Office of Traffic Safety contributed funds the first three years of the project, and staff and in-kind services all years before this year. While the Office of Traffic Safety no longer provides funding or staff for the conference, two members of its staff continue to donate their time voluntarily.

Other State agencies that cooperate with the program are the Department of Education and the Highway Patrol. The Department of Education signs a letter of endorsement of the conference, thereby giving schools the permission to become involved in the conference.

Background and Planning

Teenwork was created by teens as a response to teen inquiries about how to develop and implement youth programs. A group of California youth returned from a national youth conference and suggested that California develop a similar statewide youth conference. These youth made up the first Teenwork planning committee. They incorporated their experience at the national conference with their ideas on how to improve the conference to develop Teenwork. The first Teenwork focused on motivating youth and teaching them skills to implement youth programs (public speaking, how to talk with administrators, decision-making skills). It was held in 1985 with about 400 participants, 325 of whom were teens. In 1994, about 650 youth and 150 adults participated in Teenwork representing 47 of California's 58 counties.

The conference is planned by a committee consisting primarily of youth with support from the Teenwork board of directors and staff of the Department of Alcohol and Drug Programs. In addition to the youth members of the Teenwork board of directors, 30-35 youth are chosen from former Teenwork conference participants. At the end of the conference, interested youth fill out an application for membership on the planning committee. Anywhere from 60 to 150 apply, and 30-35 are chosen by the staff at the Department of Alcohol and Drug Programs. Planning committee members are chosen to reflect the general population including racial, ethnic, and geographic diversity.

The beginning stages of planning include recruiting conference participants and presenters, all of whom are youth. The Department of Alcohol and Drug Programs sends letters to every high school superintendent, every county alcohol and other drug administrator, and each Friday Night Live coordinator, requesting recommendations for youth participant groups that include an adult advisor. Similar letters are sent out to recruit youth presenters for the

conference. In addition to the above-mentioned sources, these letters are also sent to every known youth prevention program in California.

The Department of Alcohol and Drug Programs selects participants using a variety of criteria that includes giving preference to groups from schools and/or counties that have not had a chance to participate to date, and youth from continuation schools and other high-risk environments, e.g., recovery homes, foster care facilities. The conference strives for ethnic and gender diversity in its participants, as well as in its planners and presenters. For example, Teenwork had a group of teen mothers as participants, and Native American youth have also participated. Teenwork also aims for geographic diversity with both urban and rural representation.

The planning committee, made up mostly of youth, plans the entire conference. The full committee meets twice a year. The full committee is broken into a variety of subcommittees including program, orientation, alternative activities, registration, theme, and graphics. These subcommittees meet or telephone as often as needed. It is through this committee that themes, topics, and presenters are chosen and an agenda for the conference is developed.

The staff of the Department of Alcohol and Drug Programs provide support to the planning committee and help with the logistics of the conference. They are responsible for sending the recruitment letters and for choosing the participants and planning committee members. The department is responsible for securing the lodging and food for the conference and providing support to the planning committee. The department staff also act as advisors to the youth.

Means to Involve Youth

Teens are involved in every part of Teenwork. They are the conference planners, organizers, presenters, and participants. Teenwork provides the opportunity for youth to participate in a variety of ways over time. They can be participants, or presenters, and after participating they can be planners and/or board members.

As mentioned earlier, the planning of the conference is done by youth through the planning committee, and the conference itself is run by youth. They are the masters of ceremony, the introducers of presenters, and the facilitators of workshops. Additionally, all the presenters are young people chosen by the planning committee.

The participants represent high school-aged youth within the 58 counties of California. Because the conference is geared for students to take what they learned back to their communities and schools, participants must be in the 9th, 10th, or 11th grade age groups.

In addition, Teenwork has a board of directors that includes two youth members at all times. Other members of the board include county agency representatives, representatives from youth programs, and teachers. Young people apply to the board by writing a letter discussing why they want to be on the board. Usually the board gets five or six applications a year.

Strategies and Activities

Teenwork is held once a year from Wednes-

day until Sunday. The first day of the conference includes registration, orientation, and icebreakers. Although youth come in groups, the conference assigns members of each group to separate rooms in order to encourage youth to meet new people. Therefore, teens may lodge in rooms of four with peers whom they do not know.

General Sessions and Workshops The following three days consist of general sessions and workshops. Again, these are all done by youth presenters and facilitators. The themes of the general sessions and workshops include any issues facing youth. Each participant may choose the workshops that he or she wants to participate in—usually 12 out of a choice of 20. Topics covered include HIV/AIDS, violence, drinking and driving, alcohol advertising, eating disorders, child abuse, teenage pregnancy, and living with a parent with an alcohol or other drug problem. Underage drinking surfaces in all of these discussions even if it is not the main topic. Alcohol is connected to so many other health and social issues that it is almost always included in the discussion. Last year the conference provided special adult workshops for the adult advisors, who also participated in the youth workshops.

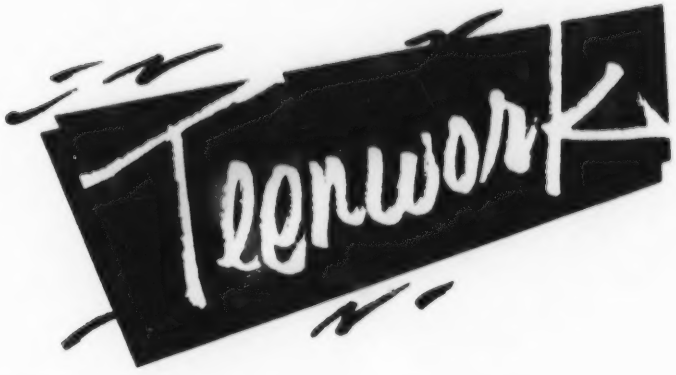
Special Activities In addition to the workshops and general sessions, Teenwork has a variety of special social activities. One night there is a talent show; another night there is a dance. Part of one day has traditionally been spent at a theme park. This year, due to budget constraints, there is a planned day at the beach that includes cleaning up the beach followed by a beach party. The final day ends with a slide show of the previous four days. Every day also has built-in free time for participants to regroup with their adult advisors as well as just to relax. Often this free time is spent at Cafe Teenwork, a "cafe" where participants can get together to talk and listen to music while munching on donated snacks. Cafe Teenwork can also act as a stage for students who want to perform (e.g., sing, dance).

Strategies Teenwork integrates a variety of strategies to prevent underage drinking. It provides information to youth about alcohol, it teaches skills such as decision-making and refusal skills, and it provides youth with alternative activities to show them that they can have fun without alcohol.

Followup At the end of the conference, Teenwork tries to link its participants with contacts in their communities. It is an effort to show youth that they are not alone in their efforts and that, while the conference is over, what they have learned from it can be carried back to their community. One of the main contacts they are provided with is the Friday Night Live (FNL) coordinator in their county. FNL serves most of California's 58 counties and is a peer-led program whose mission is to prevent or reduce alcohol, tobacco, and other drug use among high school-aged youth. The FNL coordinators are also given a list of participants from their county.

Program Management

The program is managed through the board of directors, the planning committee, and the Department of Alcohol and Drug Programs. As mentioned earlier, there is cooperation with other State agencies, as well as county agencies, and local schools and youth programs. There is cooperation among these groups because they have



made the commitment to let the youth decide what the conference should include and what it should be about. This decision to let youth make decisions unites these different groups.

Evaluation

Two evaluations are conducted, one at the end of the conference to get feedback about the conference itself, the second conducted six months after the conference to measures attitude and behavior changes. Participants are asked to fill out an evaluation form about the conference to determine preferences and concerns and how they would make the conference better. These responses are taken into consideration when planning the next conference.

The second evaluation form asks participants questions about what they have done to change, what youth groups or programs they are involved in now that they were not before the conference, what changes they have made in the programs they were already in based on skills learned at the conference, how their attitudes about alcohol use have changed, how they deal with certain situations involving alcohol, and so forth. These evaluations show that participants have changed attitudes and behaviors about alcohol use. Participants have gone back to their communities and done a variety of youth projects from making holiday food baskets at school to sponsoring speakers at schools. Many of the participants express excitement and enthusiasm about the conference and remark that it was a turning point in their lives in which they made decisions about their own alcohol use as well as their friends' alcohol use. The conference is considered a fantastic experience by most participants for breaking down barriers among different groups and individuals.

In addition to these formal evaluations, there are a few extraordinary individual accounts such as gang members making the commitment to change their life and to leave their gang and the violence surrounding it. Another informal evaluation tool is parent feedback. Occasionally a parent calls to say that his or her child has changed and to credit that change to the conference.

The staff at the Department of Alcohol and Drug Programs see no reason why Teenwork cannot be replicated. In fact, California counties have used the Teenwork model to develop regional youth conferences. Other States, such as Alaska and Alabama, have developed youth conferences that use some of the ideas of Teenwork. The most important things to remember when replicating Teenwork are youth and diversity. Youth plan, organize, and run the conference—they "own" the conference.

Funding

Funding for Teenwork comes from the Department of Alcohol and Drug Programs and from participant registration fees. As mentioned earlier, the California Office of Traffic Safety contributed funds and staff to Teenwork in the past.

Future Plans

The California Department of Alcohol and

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Drug Programs believes Teenwork will continue as long as it continues to be useful to youth. Although there are no specific future plans, Teenwork continues to evolve and change according to the interests of teens.

For further information, please call or write Karen Stroud, Manager, Youth Services Branch, Department of Alcohol and Drug Programs, 1700 K Street, Sacramento, CA 95814-4037, telephone: 916/327-4556.

"My parents and I don't talk except about sports and stuff. I never talked to my friends about any of that stuff either, so I had no clue what was going on. There are other kids out there like me."

ALCOHOL DECISIONS FOCUS GROUP PARTICIPANT

Overview

Alcohol Decisions is a component of the Minnesota Community Traffic Safety Project (CTSP), a collaborative effort of the Minnesota Department of Public Safety and Minnesota 4-H Youth Development. The Minnesota Chemical Dependency Program Division of the Department of Human Services works cooperatively with both of these agencies, although not specifically with this program.

This program is featured because peer-to-peer education is a successful strategy in preventing underage drinking, and Alcohol Decisions, which has been operating several years, has solid experience in peer training and leadership.

Alcohol Decisions is a cross-age teaching program designed to foster healthy decision-making in teens. After receiving training in chemical health, traffic safety, decision-making, and teaching skills, teens develop lessons and teach younger students. Alcohol Decisions teachers work with younger children in schools, 4-H clubs, recreation programs, and other youth organizations. Roughly 2,000 new teens are trained every year, and 25,000 younger students are then taught by these teen leaders.

Background and Planning

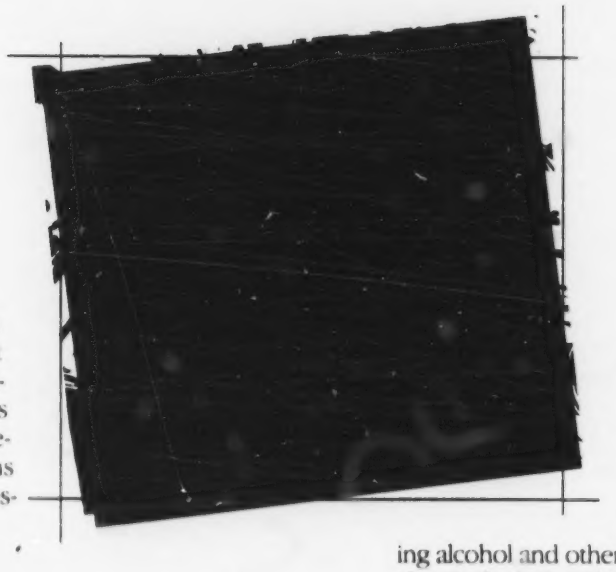
Alcohol Decisions began in 1986 as part of the Minnesota CTSP, a project providing grants to selected counties (selection is based on crash statistics) for comprehensive programs designed to reduce and prevent traffic crashes and fatalities. At the time, traffic crashes were the leading cause of death for 15- to 24-year-olds, nearly 50 percent of which were alcohol-related. In response to this reality, Minnesota 4-H Youth Development received a grant from the Minnesota Department of Public Safety to develop a youth curriculum aimed at preventing underage alcohol use. Alcohol Decisions, a curriculum focusing on positive youth development and skill-building, was developed by 4-H Youth Development, and training began in preselected counties.

Training participants are recruited in various ways. Recruitment usually occurs through school counselors, teachers, or peers, and selection is based on diversity and ability to commit time. Training participants create an action plan for how and whom they are going to teach upon completion of the training, a process that involves meeting with local school boards and teachers.

Means to Involve Youth

Youth have been and continue to be involved in the planning and implementing of Alcohol Decisions. They were involved in the initial development of the training curriculum and are now involved in the program as both students and teachers. After participating in the Alcohol Decisions training workshop, teens develop and teach lessons about alcohol and other drugs to 10- to 12-year-olds. Teens who complete the Alcohol Decisions program also have the opportunity to be involved in conducting future teen trainings.

Research has shown that teen teachers benefit the most from peer teaching programs, an observation that is consistent with experiential learning theory that puts "teaching others" near the top on a scale of effective learning methods. The "teachers" learn by linking new information to something in their previous experience and then applying that new information by teaching others. Prevention research also suggests



that effective prevention programs are not one-shot efforts or brief interventions but ongoing sessions over time that provide frequency and duration. Teens participate in a refresher session each time they teach.

Strategies and Activities

Teen Training Workshops Trainings conducted in counties through the Center for 4-H Youth Development consist of 25-30 teens from five or six different schools. Teens are usually in 9th through 11th grade when they participate in the Alcohol Decisions training workshop, and most of them continue to be teen teachers throughout high school.

The objectives of the teen training are to:

- Provide information about alcohol use and drinking and driving.
- Teach some characteristics of 10- to 12-year-olds, e.g., stages of social, emotional, and intellectual development.
- Teach basic principles of learning.
- Teach basic teaching strategies.
- Provide materials and ideas for teaching.
- Motivate students to help solve problems of too-early experimentation with alcohol and drinking and driving by teaching others.

The training uses videos and worksheets to teach teens about alcohol and other drugs. In addition to giving students facts, the training is designed to prompt students to think about and discuss issues surrounding alcohol and other drug use. After learning about alcohol and other drugs, characteristics of 10- to 12-year-olds, principles of learning, and teaching strategies, teens practice developing lesson plans.

Teens Teaching Elementary Students After the training, teen teachers present lessons during school hours to 4th and 5th graders. The teens often present their lessons as part of an elementary school's health unit. They normally work in pairs and are almost always accompanied by their adult coordinator. On average, teen leaders teach the same group of elementary students for three to five weeks, meeting one class period per week.

Adult Advisors A key component for a successful program is adult involvement and interaction. Research has shown that continued involvement with a competent, caring adult is a crucial factor in promoting positive development. Having an adult go through the initial training with the teens and then making a commitment to work with the teens as they plan sessions and make classroom presentations is essential for the success of the program. The adults provide needed support and feedback to the teens as well as assist with administrative and logistical arrangements.

Program Management

Under CTSP grants, selected counties submit action plans that include activities such as

ALCOHOL DECISIONS

seat belt checks, high school ghost-outs (an exercise that simulates the loss of life due to alcohol-related crashes—students represent the people killed by becoming "ghosts"), victim impact panels, and high school student trainings. Alcohol Decisions, one element of the comprehensive CTSP, is coordinated with county governments, local task forces, youth organizations, and local schools.

It is managed by two staff and one evaluator at the Minnesota Center for 4-H Youth Development. The 4-H also uses county Extension Educators with specialties in youth development to manage the program at the county level. State and county 4-H staff plan and conduct the training programs throughout Minnesota. Since its beginning, Alcohol Decisions trainings have become decentralized, so that in counties that are new to the program, trainings are conducted by State trainers, and in counties with previous experience with the program, trainings are conducted by local trainers. Also, each county participating in the program may purchase a training resource kit including a selection of current print and audiovisual materials for use in local alcohol prevention programs.

Evaluation

Alcohol Decisions uses a variety of evaluation tools including formal pre- and post-surveys, teen focus groups, and interviews with adult supervisors. The formal evaluation component of the program began in 1988 and focuses on the program's effect on teens. It measures attitude and behavior changes through pre- and post-surveys. Post-surveys are conducted immediately after the training and again one year after the training.

After the teen training workshop, participants are asked to complete an evaluation form that asks teens to indicate whether the training was useful and what they learned about alcohol and drinking and driving that they did not know before attending the training. It also asks the teens to rate the various activities and materials used in the training. The participants are asked if they feel prepared to teach younger children about alcohol and other drugs and drinking and driving. The questionnaire ends by asking how the workshop could have been better.

The one-year followup survey presents a number of situations and asks students to choose what their response would be in that situation. Approximately a third of the teens completing Alcohol Decisions show improvement in their choices, and reduction of high-risk behaviors.

Last year teen focus groups were asked questions about what it was like to be a role model. Focus group interviews revealed that students find power in being a role model, and they feel good about being looked up to. Recognizing that they were role models also changed teen behavior—teens said that they were more aware of the consequences of their behavior, which resulted in their making more positive decisions.

Adult advisors were interviewed over the telephone about program management. They were asked what they liked and disliked about the program, how many teens they acted as coordinator for, and how often they met with these teens. Results showed that adults often focused on reaching as many teens as possible, and did not focus on the quality of time spent with teens. More work is being done with adults on understanding their role as mentors to teens.

Alcohol Decisions also teaches teens

methods for evaluating the lessons they present to younger students. These methods include pre- and post-testing, asking direct questions, having students demonstrate skills, having students ex-plain a concept, and having students fill out evaluation forms. The form asks students what they learned about alcohol and other drugs that they did not know before the lesson, and what they would do if a friend wanted them to drink. It also asks the participants to rate the teen leader and asks for suggestions for improving the class.

4-H Youth Development believes that Alcohol Decisions can be replicated. In fact, counties not receiving funding from the Department of Public Safety replicated the program using funds from Drug-Free Schools and Communities and private foundations.

Funding

The Minnesota Department of Public Safety funds Alcohol Decisions with State Highway Safety 402 funds. Local sources, service clubs, businesses, and schools also contribute funds. As mentioned above, Drug-Free Schools and Communities and private foundation funds have been used in replicating the program.

Future Plans

Future plans include a training of trainers. Alcohol Decisions plans to train older teens, college students, and adults how to conduct an Alcohol Decisions teen training workshop. The training would be two days long, and its goal would be to have at least one certified trainer in every county. Grants are also being sought to bring Alcohol Decisions into counties that have not had this program.

For further information, please call or write Laurie Petro Jensen, Prevention Program Coordinator, University of Minnesota, 4-H Youth Development, 340 Coffey Hall, 1420 Eckles Avenue, St. Paul, MN 55108-6080, telephone: 612/624-1751.

"Impaired driving among youth will be recognized as socially intolerable through statewide efforts in education, prevention, intervention, enforcement, and treatment campaigns."

LT. GOVERNOR'S COUNCIL ON YOUTH AND IMPAIRED DRIVING

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Overview

The "None for Under 21" campaign is a public safety initiative of the Ohio Department of Public Safety. It was created in 1994 with State Highway Safety 402 funds to stimulate youth alcohol prevention activities. While this campaign is funded and coordinated by the Ohio Department of Public Safety, it has been discussed and endorsed by the Lt. Governor's Council on Youth and Impaired Driving, which includes representatives from both the Department of Public Safety and the Department of Alcohol and Drug Addiction Services.

This project is featured because it is a promising public information campaign that can either stand alone as a special one-week public information campaign or can be inserted within other educational programming.

The purpose of the campaign is to remind students that, if they are under 21 and drinking, they are breaking the law. The campaign expects to reach all 535,000 high school students in Ohio. Penalties for DUI, the use and manufacture of false IDs, and other information pertaining to underage impaired driving are focal points of the effort.

Parents of adolescents ages 16-20 are informed of their responsibilities and the penalties for allowing children under the age of 21 to consume alcoholic beverages.

Background and Planning

The Lt. Governor's Council on Youth and Impaired Driving recognized the need to address the issue of underage drinking and its prevention. The campaign was developed when State Highway Safety 402 funds became available especially to target youth and alcohol. The campaign was developed in response to the number of alcohol-related automobile crashes among underage youth.

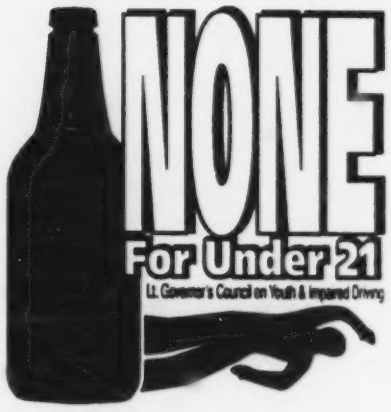
The Lt. Governor's Council consists of 45 adults representing the Ohio Department of Public Safety, the Ohio Department of Alcohol and Drug Addiction Services, other State agencies, advocacy organizations, and law enforcement agencies. The council also has a youth subcommittee including representatives from youth groups. While the campaign is managed by the Department of Public Safety, the Lt. Governor's Council discussed and endorsed the campaign. The council also was involved in the offering of mini-grants under the campaign.

A number of organizations—including State agencies, the Department of Public Safety Minority Core Committee, the Governor's Community Traffic Safety Network, law enforcement agencies (city police, sheriff's office, Ohio State Highway Patrol), Mothers Against Drunk Driving (MADD), schools (both public and private high schools and middle schools, joint vocational schools, and county boards of education), YMCA/YWCA, and businesses—are involved in the campaign.

Means to Involve Youth

The Lt. Governor's Council on Youth and Impaired Driving has a youth subcommittee, consisting mostly of high school students and a college intern. The council was advised of the campaign and its intentions. To the extent that the council discussed the campaign, the youth subcommittee had input. Youth were also used as a focus group, and their recommendations were implemented in the campaign.

The campaign provides suggested activities, and it is up to students (with the help of adult staff) or youth groups to develop their own campaign. Therefore, youth are involved in planning and implementing the campaign at the local level. For example, local youth groups such as Students Against Driving Drunk (SADD) incorporate the "None for



Under 21" campaign in their own programs.

Strategies and Activities

Media Blitz The "None for Under 21" campaign occurs in April and May, with a special one-week media blitz. In 1994, the campaign was highlighted from April 24 through May 1, to coordinate with Alcohol Awareness Month. During this week, press conferences were held in Columbus, Cleveland, and Cincinnati to bring attention to the campaign effort. Additionally, announcements about the campaign were printed in local newspapers and newsletters and TV public service announcements.

Activity Guide All high schools were sent an advisory notice about the campaign, along with an Activity Guide that provides suggestions for promotional activities that could be done in schools to draw attention to the "None for Under 21" campaign. The guide contains an order form for campaign materials (posters, bracelets, fact cards for students and parents, and a video) designed to stimulate interest in the campaign. Based on the framework the Activity Guide provides, schools then design their own campaign, tailored to their students.

Poster The poster for the 1994 campaign pictured youth who were killed in alcohol-related crashes, with a message asking teens to "Wear a red bracelet in memory of those killed and to remind fellow students to not drink... and to never drink and drive." Schools are asked to hang the campaign poster throughout the school and to ask local establishments popular with students to display the poster.

Video Schools are also asked to show the video "Out of the Night" at a school assembly and in-vite a representative of the local MADD chapter or the family of a local student killed in an alcohol-related crash to speak at the assembly. This video received a Gold Slate and a Craft Award from the International Television Association, which represents business and technical professionals in the TV industry. The awards represent first place in the Public Service Announcement category and first place for direction.

Fact Cards Fact cards are also part of the "None for Under 21" campaign. The cards are double-sided, with one side addressing the legal consequences to youth for underage drinking and the other side addressing the legal consequences to parents. Schools are asked to hand these cards out to students, to distribute them with report cards or at PTA meetings, and to make them available at school sporting and social events.

Other Activities Other promotional activities include: having all high school students wear red friendship bracelets the week of the campaign, having students or the principal make daily announcements over the public address system about the campaign and its importance, observing a moment of silence to remember students killed in alcohol-related crashes, having a student write a column about the campaign for the school newspaper, and holding a poster contest promoting the dangers of drinking and driving.

Coordination with Other Campaigns While the major promotion of the campaign was during the week of April 24, the campaign elements are designed to be used all year by schools, youth groups, and community organizations in coordination with their under-

THE FACTS OF UNDERAGE DRINKING

CONSEQUENCES OF UNDER 21 DRINKING

Law enforcement officers can file charges against any driver under 21 who has a blood alcohol concentration (BAC) of at least .02% but less than .10%. If convicted of operating a motor vehicle after underage consumption (OMVUAC):

- you can face a 60-day and not more than two-year license suspension.
- the municipal courts may also convict you to as many as three days in a certified alcohol and drug addiction program.
- 4 points will be assessed to your driving record.
- a remedial driving course must be completed before your driver's license will be restored. The remedial driving course is required to devote a number of hours to instruction in the area of alcohol and drugs in the operation of a motor vehicle.

USING A FAKE I.D. TO PURCHASE ALCOHOL

A person under the age of 21 who presents a false, fictitious, or altered I.D. or driver's license when purchasing beer or liquor will receive the following penalties:

- First Offense — **Mandatory** fine of $250–$1,000 and jail time up to six months.
- Second Offense — **Mandatory** fine of $500–$1,000 and jail time up to six months and possible license suspension up to 60 days.
- Third and Subsequent Offenses — **Mandatory** fine of $500–$1,000 and jail time up to six months, 90-day license suspension with an option of community service and a license suspension until age 21.

NONE

age drinking prevention efforts. During 1994, schools ordered campaign materials through the month of May and coordinated the campaign with other campaigns they were involved in. For example, many schools coordinated the "None for Under 21" campaign into prom and graduation events.

Mini-grants Additionally, the campaign included three mini-grants. The grants were awarded to the Ohio Parents for Drug-Free Youth, the Ohio Department of Liquor Control, and Ohio MADD. These grants were for the development of college activity guides with the "None for Under 21" theme. The guides were distributed to preselected colleges.

Program Management

The campaign is managed by the Department of Public Safety and has hired a special coordinator for the project who is an interim employee working solely on the "None for Under 21" campaign. The coordinator keeps track of the number of materials distributed and the number of schools and organizations participating in the campaign, and records all comments and recommendations for the campaign.

As mentioned earlier, the campaign aims at involving many local schools and community groups by making materials and activity guides available to all interested parties. Other State agencies also have access to the campaign through the Lt. Governor's Council on Youth and Impaired Driving.

Evaluation

As mentioned earlier, the campaign keeps records of all materials distributed and the number of organizations participating in the campaign. In the first campaign (1994), 493,689 bracelets; 9,322 posters; 656,804 fact cards; and 900 videos were distributed. Eighty-four percent of high schools participated in one form or another, whether it was developing a special "None for Under 21" campaign or incorporating campaign elements into already existing campaigns and programs.

The Department of Public Safety believes that the campaign could be replicated in other States.

Funding

The "None for Under 21" campaign is funded with State Highway Safety 402 funds. In 1994, State funds paid for the advertising of the campaign in local newspapers, and Ohio MADD contributed funding for the development of the "None for Under 21" poster.

Future Plans

This was the first year for the "None for Under 21" campaign, and there was little time to develop and implement the campaign. Increased promotion of the campaign and the available mini-grants are expected for future years. It is anticipated that there will be more applicants for the mini-grants. Also, next year, the "None for Under 21" campaign will be coordinated with the National Safe and Sober campaign.

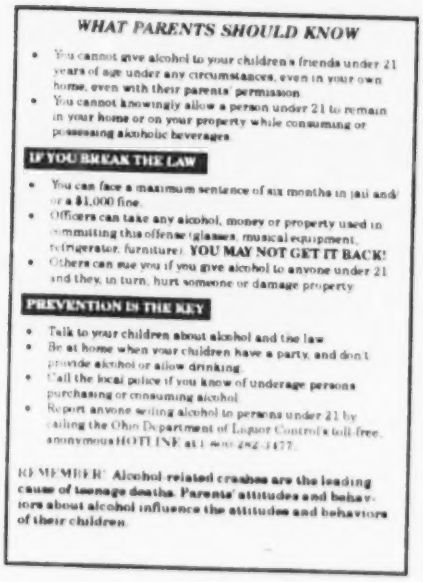
Future plans include adding a cops-in-shops/law enforcement component to the campaign. Law enforcement officers would show the shop clerks how to check ID and

BEST COPY AVAILABLE

would also monitor the parking lot to ensure that adults were not buying alcohol for minors.

The campaign is a funded three-year program. It is hoped that the campaign will continue as long as there is interest in it and as long as it is effective.

For further information, call or write Nancy Cobus, Ohio Department of Highway Safety, 240 Parsons Avenue, PO Box 7167, Columbus, OH 43266-0563, telephone 614/466-3250.



WHAT PARENTS SHOULD KNOW

- You cannot give alcohol to your children's friends under 21 years of age under any circumstances, even in your own home, even with their parents' permission.
- You cannot knowingly allow a person under 21 to remain in your home or on your property while consuming or possessing alcoholic beverages.

IF YOU BREAK THE LAW

- You can face a maximum sentence of six months in jail and/or a $1,000 fine.
- Officers can take any alcohol, money or property used in committing this offense (glasses, musical equipment, refrigerator, furniture). **YOU MAY NOT GET IT BACK!**
- Others can sue you if you give alcohol to anyone under 21 and they, in turn, hurt someone or damage property.

PREVENTION IS THE KEY

- Talk to your children about alcohol and the law.
- Be at home when your children have a party, and don't provide alcohol or allow drinking.
- Call the local police if you know of underage persons purchasing or consuming alcohol.
- Report anyone selling alcohol to persons under 21 by calling the Ohio Department of Liquor Control's toll-free, anonymous HOTLINE at 1-800-282-1477.

REMEMBER: **Alcohol related crashes are the leading cause of teenage deaths. Parents' attitudes and behaviors about alcohol influence the attitudes and behaviors of their children.**

APPENDIX A

PROGRAM CONTACTS

NORTH DAKOTA
ALTERNATIVE ACTIVITIES THROUGH THE COMMUNITY TRAFFIC SAFETY PROGRAM NETWORK
Tim Garey or Dawn Olson
ND Department of Transportation
Drivers License and Traffic Safety
608 E. Boulevard Avenue
Bismarck, ND 58505-0700.
PHONE 701-224-2601.

NEW YORK
ATHLETES HELPING ATHLETES, INC.
Warren Breining
Executive Director
Athletes Helping Athletes, Inc.
6 Dellwood Drive
Huntington, New York, 11743
PHONE 516-549-8191.

NEW JERSEY
SMOKE- AND ALCOHOL-FREE RESIDENCE HALLS AND CAMPUS ENTERTAINMENT CENTERS
Albert G. Frech, Ph.D.
Director of Center for
Personal Development
Ramapo College of New Jersey
505 Ramapo Valley Road
Mahwah, New Jersey 07430
PHONE 201-529-7522.

MASSACHUSETTS
WORKING WITH SERVERS AND SELLERS TO RESTRICT ACCESS
Irene Bent, Regional Planner
Governor's Highway Safety Bureau
100 Cambridge St., Room 2104
Boston, Massachusetts 02202
PHONE 617-727-5073.

VIRGINIA
COMBATING FRAUDULENT IDENTIFICATION USE
Ed Ryde
Assistant Director
Investigative Services, VA DMV
PO Box 27412
Richmond, VA 23260
PHONE 804/367-9491
or Carl Hayden
Special Agent in Charge
Special Operations
VA Alcoholic Beverage Control
PO Box 27491
Richmond, VA 23261
PHONE 804-367-1203.

WASHINGTON
TALKING TO YOUR KIDS ABOUT ALCOHOL
Pam Darby
Program Manager
Washington Division of Alcohol
and Substance Abuse
Mail Stop: OB-21W
Olympia, WA 98504
PHONE 206-438-8799.

MARYLAND
MARYLAND UNDERAGE DRINKING PREVENTION COALITION
Bonnie Holmes
Coordinator, Maryland Underage
Drinking Prevention Coalition
300 E. Joppa Road, Suite 1105
Towson, MD 21286-3016
PHONE 410-321-3521.

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Manager,
Youth Services Branch
Department of Alcohol
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1700 K Street
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APPENDIX B

RESOURCES

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

Traffic Safety Facts 1993: A Compilation of Motor Vehicle Crash Data from the Fatal Accident Reporting System (FARS) and the General Estimates System (REVISED 1993 DATA)

This data source includes information regarding the incidence of underage drinking and fatal crashes.

NATIONAL INSTITUTE ON DRUG ABUSE

National Survey Results on Drug Use from the Monitoring the Future Study, 1975-1993.

A two-volume report presenting the results of the 19th national survey of drug use and related attitudes among American high school seniors, the 14th such survey of American college students, and the third such survey of 8th and 10th graders. Volume I contains the results from the secondary school survey of 8th, 10th, and 12th graders. Volume II contains the results from the survey of college students and young adults.

SUBSTANCE ABUSE AND MENTAL HEALTH SERVICES ADMINISTRATION

National Household Survey on Drug Abuse, 1993.

The primary objective of this survey is to measure the prevalence of use of illicit drugs, alcohol, and tobacco among the U.S. civilian, noninstitutionalized population aged 12-years-old and older. A Population Estimates report is issued following each completed survey to provide the drug abuse treatment and research communities with timely survey results. An additional publication, titled Main Findings, is also produced to complement and expand the scope of the Population Estimates.

CENTER FOR SUBSTANCE ABUSE PREVENTION'S

National Clearinghouse for Alcohol and Drug Information (NCADI)

PO Box 2345
Rockville, MD 20847-2345
1-800-729-6686 (Se habla Español)
1-800-487-4889 (TDD, for hearing impaired callers)

In addition to providing publications, NCADI maintains an electronic communications system called PREVline, several databases, a staff of information specialists to answer callers' questions, and a library of Alcohol Tobacco and Other Drug information and resources. NCADI is more than publications-it's a tool and support for adding another link in the network against alcohol, tobacco, and other drug abuse.

APPENDIX C

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